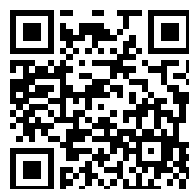


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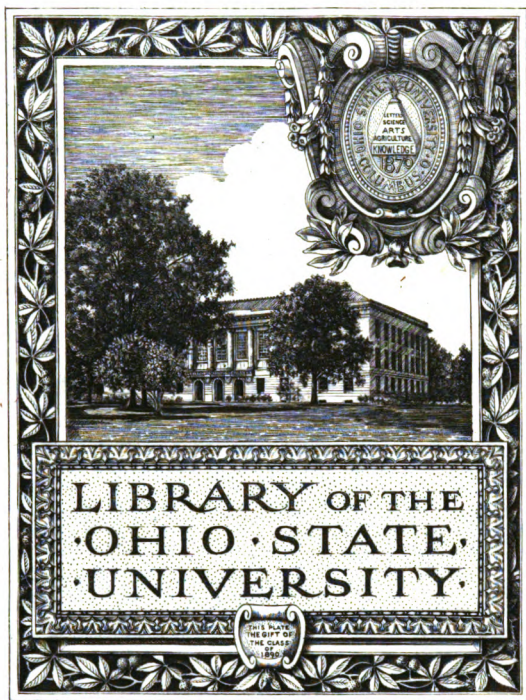
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WEST AFRICA  
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REPORTS  
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WEST AFRICA.

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REPORTS  
ON THE  
BRITISH SPHERE  
OF THE  
CAMEROONS

FOR

1922

(TOGETHER WITH A COVERING DESPATCH FROM THE  
ACTING GOVERNOR OF NIGERIA).

*For previous reports see Cmd. 1647.*



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## WEST AFRICA.

# REPORTS ON THE BRITISH SPHERE OF THE CAMEROONS FOR 1922.

### NIGERIA.

THE ACTING GOVERNOR TO THE SECRETARY OF STATE.

*(Received 28 May, 1923.)*

GOVERNMENT HOUSE,

NIGERIA.

8 May, 1923.

MY LORD DUKE,

I have the honour to transmit for submission to the Council of the League of Nations the Reports on the British Sphere of the Cameroons for the year 1922.

2. The administrative dispositions described in the introductory note to the reports published last year in Command Paper No. 1647 remain unchanged.

3. The report on the Northern Cameroons consists of reports furnished by the Residents of Bornu Province (Mr. H. R. Palmer, C.M.G.), and of Yola Province (Mr. C. O. Migeod), who are respectively charged with the administration of the areas concerned, together with an introductory summary by the Acting Lieutenant-Governor of the Northern Provinces (Mr. E. J. Arnett) on the lines of the Questionnaire prepared by the Permanent Mandates Commission of the League of Nations.

4. The report on the Cameroons Province, bearing the signature of the Lieutenant-Governor of the Southern Provinces (Lieutenant-Colonel H. C. Moorhouse, C.M.G., D.S.O.), is based mainly on material supplied by the Resident (Major F. H. Ruxton).

5. The issue of the British Mandate for the Cameroons has not as yet materially affected the administration, but as soon as the Order in Council providing for the government of the Mandated Territory is promulgated steps will be taken to extend the Laws of Nigeria, or so many of them as are applicable to the whole of the British sphere. It is also proposed that the Cameroons Province shall be administered as one of the Southern Provinces under the Lieutenant-Governor of that group, while the northern areas will be incorporated in the Provinces of Bornu and Yola.

6. It will be observed (paragraph 61 of Lieutenant-Colonel Moorhouse's report) that it is proposed to apply to the Cameroons Province the system of land tenure in force in the Southern Provinces of Nigeria, and that the land in the Northern Mandated Territory should be dealt

with in the same way as land is dealt with in the Northern Provinces of Nigeria under the Land and Native Rights Ordinance, 1916, (paragraph 12 of Mr. Arnett's report).

7. The reports now submitted disclose an astonishing diversity of peoples and country. In the Chad basin of the extreme North the highly organised Emirate of Dikwa, following the example of its closely allied neighbour, Nigerian Bornu, bids fair to rival the progress achieved in the great Hausa States. The readiness with which the Shehu of Dikwa and his people have identified themselves with the ideals set before them forms an illuminating and gratifying feature of the northern report. Their reward will be an increased and increasing measure of autonomy in the management of the Emirate and its affairs.

8. Between Dikwa and the Benue the tangled mass of hills which are the home of primitive pagan tribes present an entirely different problem. The winning of confidence and the removal of suspicion and distrust are tasks requiring much patience and tact. So, too, is the task of controlling the Fulani chiefs, most of them former slave raiders, who live on the outskirts of this region. In both directions I am glad to be able to record encouraging results.

9. In the portion of ex-German Adamawa lying south of the Benue the District Headmen of Nassarao, Numberu and Toango are now about to resume their traditional relations with their titular Head, the Emir of Yola. Two of them, the Chiefs of Toango and Numberu, have suffered in consequence of the partition of 1919 which deprived them of portions of their territories and tribes and compelled them to abandon their headquarter towns, Koncha and Laro (both now in the French sphere). It will be observed from paragraph 86 of the Northern report that the former chief and his people have cherished the hope that this severance of their tribe and country was but a temporary expedient.

10. In the Cameroons Province the principal difficulties encountered are due to the great diversity of peoples and languages, as well as to the fact that under German rule no effort seems to have been made to uphold tribal divisions and institutions. The efforts of the Resident and the Political Officers working under him have been largely directed to the investigation of the structure and mutual relations of the various clans. The results of these enquiries, although still far from complete, are encouraging and show that even the primitive inhabitants of the Province possess governmental and judicial institutions which may be turned to good account as instruments of our administration. Here, then, as among the more developed people of the North, the object to be kept in view must be, not to force upon the tribes systems alien to their methods of thought, but rather by the evolution, under guidance, of their own institutions to place them on the road which leads to a fuller measure of self-realisation.

11. That so much has been achieved is due in no small measure to the patient research, under the direction of the Resident, of Mr. H.

Cadman, District Officer, whose death from blackwater fever at Bamenda, at the moment when these reports are under my consideration, is one of the tolls which devoted service exacts, but too frequently, from the men whose duties lie in the regeneration of backward peoples.

12. The heavy demand which the administration of the Cameroons makes on Nigerian funds was mentioned in the introductory note to the first reports and is confirmed by the figures in paragraph 76 of the present report on the Cameroons Province.

13. The year's work in the Cameroons, if uneventful, points, I think that I may claim, to sure and steady progress, due primarily to the enthusiastic labours of the officers entrusted with the management of affairs in their several capacities. In particular I desire to call attention to the constructive ability displayed by the Resident of the Cameroons Province, Major F. H. Ruxton, whose sympathetic administration has done so much to create conditions favourable to further and promising developments.

I have, etc.,

DONALD CAMERON.

*Acting Governor.*

HIS GRACE

THE DUKE OF DEVONSHIRE,

K.G., P.C., G.C.M.G., G.C.V.O.,

SECRETARY OF STATE FOR THE COLONIES,

etc.

etc.

etc.

**REPORT ON THAT PORTION OF THE MANDATED  
TERRITORY OF THE CAMEROONS INCLUDED IN THE  
ADMINISTRATION OF THE NORTHERN PROVINCES  
OF NIGERIA.**

**INDEX.**

	PARA.	PAGE
Introductory ... ..	1-2	7
The Questionnaire ... ..	3-18	7
Slavery ... ..	3	7
Labour ... ..	4	7
Arms ... ..	5	8
Liquor ... ..	6	8
Liberty of Conscience ... ..	7	8
Military Clauses ... ..	8	9
Economic Equality ... ..	9	9
Education ... ..	10	9
Public Health ... ..	11	9
Land Tenure ... ..	12	9
Moral, Social and Material Welfare ... ..	13-15	10
Public Finances ... ..	16	10
Ethnographic Statistics ... ..	17	10
International Boundaries ... ..	18	11

**A.—REPORT ON THE EMIRATE OF DIKWA.**

General and Administrative ... ..	19-21	12
Central Administration ... ..	22-23	13
District Administration ... ..	24-26	13
Village Administration ... ..	27	14
Pagan Districts ... ..	28-29	15
Taxation ... ..	30-34	15
Vital Statistics ... ..	35	16
Revenue and Expenditure ... ..	36-37	17
Judicial ... ..	38-40	17
Slavery ... ..	41-43	18
Departmental :—		
Police and Prisons ... ..	44-45	19
Public Works ... ..	46-48	20
Education ... ..	49-50	21
Trade and Economic ... ..	51-52	21
Land Tenure ... ..	53-55	22
Relations with Nigeria ... ..	56-57	22
International Boundaries ... ..	58-65	23

**B.—REPORT ON THAT PART OF THE CAMEROONS WHICH LIES  
NORTH OF THE BENUE RIVER AND EAST OF THE NIGERIAN  
PROVINCE OF YOLA.**

General and Administrative ... ..	66-71	24
Native Courts ... ..	72	26
Revenue and Taxation ... ..	72-75	26

**C.—REPORT ON THAT PART OF THE CAMEROONS WHICH LIES SOUTH  
OF THE RIVER BENUE AND EAST OF THE NIGERIAN  
PROVINCE OF YOLA.**

							PARA.	PAGE
General and Administrative	...	...	...	...	...	...	76-80	26
Nassarao District...	...	...	...	...	...	...	81-82	27
Toango District	...	...	...	...	...	...	83-86	27
Numberu District	...	...	...	...	...	...	87-89	28
Gashaka District	...	...	...	...	...	...	90	28
Native Courts	...	...	...	...	...	...	91-92	28
Revenue and Assessment	...	...	...	...	...	...	93-94	29
Slavery	...	...	...	...	...	...	95-98	29

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## REPORT ON THAT PORTION OF THE MANDATED TERRITORY OF THE CAMEROONS INCLUDED IN THE ADMINISTRATION OF THE NORTHERN PROVINCES OF NIGERIA.

This report deals first in general terms with the several headings of the Questionnaire for "B" Mandates dated 12th October, 1921, and thereafter treats in detail of the progress made in the past year in these territories.

2. For convenience the main body of the Report is divided into three sections as in the Report for 1921 :—

- A. The Emirate of Dikwa administered as part of the Nigerian Province of Bornu ;
- B. That part of the Cameroons which lies north of the Benue River and south of Dikwa ; and
- C. That part of the Cameroons which lies south of the Benue River, and, like B, is administered as part of the Nigerian Province of Yola.

The report on A is by the Resident of Bornu Province and those on B and C are by the Resident of Yola Province.

### THE QUESTIONNAIRE.

3. I.—*Slavery*.—Paragraphs 41–43 of Report A and paragraphs 95–98 of Report C deal with this subject. The Criminal Code of Nigeria was made applicable to the Cameroons Territory in British occupation under Proclamation No. 23 of the 20th September, 1919, (v. appendices), in which Section 369 makes illegal all transactions in slaves. The manumission and redemption of domestic slaves is usually dealt with by the Native Courts, in accordance with Muhammadan Law. It will be gathered that a very active slave trade existed in the Cameroons previous to our administration of the Territories under Mandate, which it will take time entirely to eradicate. Increasingly heavy sentences have been passed upon the slave traders who have been captured, and every possible effort has been made to put a stop to this traffic. In the Dikwa Emirate 42 slaves were emancipated, and in that portion of the Mandated Territories administered by Yola Province 17 children have been restored to their parents.

4. II.—*Labour*.—Fully and individually paid labour is obtained under a measure of compulsion :—

- (i) For the construction of roads.
- (ii) For portorage for public purposes where wheeled transport is not available.

The recruiting of this labour is in the hands of the Native Administration ; each District Head calls upon each village to contribute its



quota according to its population. Every effort is made to mitigate the men's reluctance to undertake it by—

- (a) Putting men from the same village to work together ;
- (b) Selecting foremen who speak the language ;
- (c) Paying them all regularly and at current market rates ;
- (d) Making the best possible arrangements for their feeding and housing ;
- (e) A system of reliefs under which no man spends more than a certain number of days at the work.

The reliefs march to the work under one or other of the Native Administration officials and subsistence money is paid during the journey. No police are employed to escort or to guard the labourers.

Men who refuse to turn out when called upon or otherwise evade service, or who desert whilst *en route* to the scene of work are sought for and dealt with in the Native Courts. The necessity for this is as obvious as its fairness.

There is no other form of forced labour in lieu of taxation and there has been no recruiting of labour on lines similar to that adopted for public purposes, for private enterprise.

The administration has not had any occasion to apply the provision of the Master and Servant Ordinance, 1917, in regard to the controlling of labour contracts, nor does it allow recruiting of labour for another territory in the Mandated Area.

5. III.—*Arms*.—Under Section 3, Proclamation No. 15 of 27th December, 1917, measures were adopted to control the traffic in arms and ammunition. This section lays down that no person shall, without the consent of the Resident first obtained, import any arms or ammunition, the penalty for contravention being £100 fine and the forfeiture of the arms and ammunition. A more stringent measure (Ordinance No. 38 of 1922) is now on the Statute Books but is not, at the time of writing this report, in operation. This will apply to the Mandated Territories of the Cameroons.

6. IV.—*Liquor*.—The prohibition of Trade and Injurious Spirits is effected by Proclamation No. 27 of 3rd July, 1920. In the Northern Cameroons the consumption by natives of European spirits of any kind is practically unknown, and in the Muhammadan districts would be punished as an offence by the Native Courts. It is, however, presumed that the stringent regulations regarding liquor which obtain in the Northern Provinces will in due course be applied to the adjacent territory under mandate.

7. V.—*Liberty of Conscience*.—There is absolute liberty of conscience with regard to all religious denominations, whether Christian, Muhammadan or Pagan provided, of course, that no religious or fetish rites are practised which are repugnant to humanity.

The Criminal Code provides for the free exercise of religious worship and provides penalties—

- (a) For anyone offering violence to officiating ministers of religion ;
- (b) Disturbing religious worship or offering insult to any religion.

8. VI.—*Military Clauses*.—It has not been found necessary to maintain any Military Force in any part of the Northern Area, nor has any active recruiting taken place. Apart from a Police Detachment of seven men only employed in Area “C,” which lies south of the Benue and east of Yola Province, the only Police Force maintained in the Northern Areas is the small force of “Dogarai” or Native Constables employed by the Native Administration; these constables are armed only with staves. It was, however, on two occasions considered necessary to provide Political Officers with armed escorts when visiting less developed parts of the Territory.

9. VII.—*Economic Equality*.—No concessions of land or mining rights have been made in the Mandated Territories herein dealt with, and the taxation system is that adopted for the Northern Provinces of Nigeria, *i.e.*, a direct tax on income after careful assessment by Political Officers. An exception is made in the less developed tribes and communities who are either not taxed at all or assessed in a purely nominal amount.

10. VIII.—*Education*.—From paragraphs 49–50 of Report A on the Dikwa Emirate it is evident that the natives have not been slow to avail themselves of the opportunities which exist for them to obtain an elementary education. There is at the moment one young man attending the Training College at Katsina for Muhammadan Teachers. There are 14 boys at the Bornu Provincial School at Maiduguri. Two other youths are being trained as motor mechanics in the Technical School, and there are also five blacksmiths undergoing a course of industrial training. From the Yola sphere 11 boys are undergoing instruction at the Yola Provincial School. The education is to all intents and purposes free, except for the wealthy classes.

11. IX.—*Public Health*.—This, it is understood, is being dealt with separately by the Director of Medical and Sanitary Services, (See paragraph 60 of Report on Cameroons Province.)

12. X.—*Land Tenure*.—It is proposed to deal with land in the Northern Mandated Territory in precisely the same manner as it is being dealt with in the Northern Provinces under the Land and Native Rights Ordinance, which is framed in the interests of the native population and is proving very effective in the prevention of exploitation. The Land and Native Rights Ordinance was enacted to secure to natives of the Northern Provinces of Nigeria the customary rights, to use and enjoy the land of the Protectorate and the natural fruits thereof in sufficient quantity to enable them to provide for the sustenance of themselves and their families and also to preserve to them the use and occupation of the land according to native custom existing at the time of the enactment. The Ordinance further declares that all lands are Native Lands under the control of the Governor for the use and common benefit of the natives. In other words, the Government has assumed complete control over all land as trustee for the Native Communities and has the right to occupy all the land it requires without payment or compensation (except for disturbance), and is in

a position effectually to prevent the alienation of any land by the Native Administration to private persons without its consent. The Government would not, however, without sufficient cause occupy any land to the detriment of any Native Community or individual.

13. XI.—*Moral, Social and Material Welfare*.—The most important question of policy was that of our attitude towards the native rulers, whom we found in the country after our occupation, some ruling over Muhammadan or semi-Muhammadan Communities that were, comparatively speaking, advanced and organised, others ruling over Pagan Communities of ranging degrees of advancement. The general policy adopted since the British Occupation has been to support native rule and rulers, their council and courts, customs and traditions where not repugnant to humanity. The policy of indirect rule has been put into practical effect by the institution of Native Courts and the establishment of Native Treasuries.

14. XI.—(a) *Native Courts*.—Much attention is being given to the organisation of the Native Courts, of which there are eight in the Dikwa Emirate and nine in the Yola sphere. The orders of the Native Courts are enforced by Native Administration police or “Dogarai,” who do not, in general, abuse their authority. These Native Courts with varying powers not only deal efficiently with crimes but attend to a large number of civil cases.

15. XI.—(b) *Native Treasury*.—A most important step taken in the direction of native self-government has been the establishment of a Native Treasury at Dikwa. This institution, in the same way as the Yola Native Treasury for the two Yola spheres, regulates the expenditure of that portion of the local revenue which is annually assigned to the Native Administration for its support and maintenance. It consolidates the rank and authority of the Chiefs; it strengthens the position of the Native Judiciary, and is designed to diminish extortion and corruption. To each Chief has been assigned a fixed civil list proportionate to the population and importance of the district. The Native Judges, and every native holding a recognised office receives remuneration fixed according to the relative importance of his office. The delegation of executive, fiscal and judicial powers to African natives manifestly requires very cautious handling, but in these cases where the intelligence of the Native Chiefs makes it practicable and appropriate it is a very convenient arrangement, to say nothing of its educative value.

16. XII.—*Public Finances*.—The small revenue derived from the Mandated Territories is collected by means of a direct tax on the incomes of individuals after careful assessment. A part of this revenue—in most cases 50 per cent.—is paid into the Native Treasuries, and 50 per cent. goes to the General Revenue of Nigeria, but in the Dikwa Emirate the shares are 75 per cent. to the Native Treasury and 25 per cent. to General Revenue.

17. XIII.—*Ethnographic Statistics*.—There are no reliable and complete statistics of the Births, Marriages, Deaths, Emigration and

Immigration in the Mandated Territories; but Political Officers stationed in these Districts as opportunity offers will prepare returns of population and report on marriage and social customs.

18. XIV.—*International Boundaries (a)*.—In paragraphs 56–65 dealing with the Dikwa Emirate it is urged that the past and present boundaries are a cause of hardship to the tribes of Bornu and Dikwa who have been cut off from their fellow subjects of the ancient Sultanate of Bornu as it existed at the time of the first partition of these territories among the European powers. Since those paragraphs were written an important Arabic document has come to light. This is an agreement as to the boundaries between Bornu and Baghermi, which was entered into between the present Shehu (or Sheikh) of Bornu and the then ruler of Baghermi (commonly called Koiranga) at the time when the former was made Shehu of Bornu by the French after the death of the Rabeh at the battle of Kusseri. The Shehu states that this agreement, which is in due form and sealed with the seals of Bornu and Baghermi, was made with the knowledge and approval of the French leader—presumably Mons. Gentil. It would appear therefore that had this document been brought to light sooner it would have been unanswerable proof as to what constituted “German Bornu” under the terms of the Anglo-French Agreement as to the Cameroons Boundary. An English translation of this Agreement is attached. From this Agreement it is clear that the areas of Woloje, Logone and Kusseri lying east and south-east of Dikwa historically and at quite a recent date formed part of the Sultanate of Bornu.

If the rulers and people of Bornu legitimately regret the loss of their former territory the same feelings are no doubt entertained by the inhabitants of Mandara, who have suffered a similar loss by the transfer of a portion of their country to the British sphere.

(b) A second instance of the hardship of the present boundary is in the Koncha-Laro Districts of the Mandated Territory lying south of the Benue River and east of the Nigerian Province of Yofa. These Districts, re-named Toango and Numberu respectively, are dealt with in paragraphs 83–89 in Section C of this report. Their renaming is due to the fact that the Milner-Simon Agreement practically bisected the former Districts of Koncha and Laro. The existing frontier has had the effect of dividing a homogeneous tribal community into two portions, one of which is under French and the other under British rule. To sever one half of a tribe from the other and from its chiefs, and the latter with the remainder of the community from the rest of their subjects and brethren, is in the eye of the Africans who are victims of such an operation an act of inexplicable and wanton cruelty, which nothing can extenuate or excuse.

The reason which caused the Government of the French Republic to press for the division of the tribal areas of Koncha and Laro into two sections was the belief, prevalent at the time, that at some future date the eastern portion of this area might have to be traversed by a road or a railway which would have its beginning and its continuation in the portion of the Cameroons that had already been allotted to

France. It is understood that since July, 1919, the report of a reconnaissance survey, undertaken by the German Government, has been brought to light, which shows that any such route is impracticable for the purposes in question owing to insuperable engineering difficulties. Even if this is not the case, however, it may be suggested that the immediate division of the tribes concerned, and the partition of their tribal territory are hardly necessary in order to meet in advance a contingency that cannot in any event arise for many years ; and that even if the necessity for the construction of a road or of a railway in this remote part of the country were hereafter to arise, it would not be difficult to provide by the agreement, which must presently be finally concluded, for all the facilities and easements required by the French Colonial Government for the construction and maintenance of such works being very fully and freely placed at their disposal in the area in question, even though the latter continued, for administrative purposes, to form part of the British sphere.

#### A.—THE EMIRATE OF DIKWA ADMINISTERED AS PART OF THE NIGERIAN PROVINCE OF BORNU.

19. *General and Administrative.*—An account of the administration of the Emirate prior to its administration under the Mandate is given in the first report, and it will be seen from that account that when, in April, 1921, Dikwa became an administrative division in the charge of a Political Officer, the Sheikh's system of administration was, with few qualifications, exactly that which had been in vogue at Kuka, the old capital of Bornu under the Sheikh's ancestors before the advent of European administration. Except that it had been purged of its greatest vices such as slave-raiding and indulgence in frequent wars, the old Bornu system had persisted in Dikwa. But even so, it is obvious that, at the commencement of its administration under the Mandate, Dikwa could not be regarded as an unreformed Native State, for whatever drawbacks were inherent in the Sheikh's system of ruling they had received the implied sanction of twelve years of German Administration.

20. The fact that in those years no great change had been made in the Sheikh's administration had had an important result, namely, that the Sheikh and his Chiefs had become accustomed to the presence of a European in their midst without losing the habit of taking the initiative and accepting responsibility in administrative work. This circumstance, and Dikwa's close historical associations with Bornu, made Dikwa particularly adaptable to the system of indirect rule which, as has been mentioned in the first report, was the system to be adopted in the Emirate.

21. The course of the work of bringing the administration of Dikwa into line with that in similar Emirates in Nigeria has been directed largely by the peculiar circumstances indicated above. An endeavour has been made to accomplish the reform of the Sheikh's administration by such methods as would disturb its equilibrium as little as possible,

but such as would preserve in the administration its keenness and liveliness, and would put to the best use the relatively high efficiency of which the unreformed administration was found to be capable. The introduction of sweeping new regulations and prohibitions has been carefully avoided, as they would probably have dislocated the administrative machinery already in existence and suppressed the Sheikh's initiative. Necessary changes have been fully discussed with the Sheikh in Council before being put into effect, with the aim of stimulating the administration's interest in its work, and preserving its sense of responsibility by the part it played in bringing about reform.

22. *Central Administration.*—Special attention has been devoted to the Central Administration, the most important part of the machinery of a Native Administration intended to function in the way envisaged in Dikwa. In German times the Sheikh wielded an almost untrammelled authority, and the first step in the development of the Central Administration was the creation of a Council of four members whose chief duties are to assist and advise the Sheikh in administrative matters. The Sheikh is, of course, President of the Council ; and the Chief Imam, the titular head of the Beri Beri tribes, a descendant of one of the Arab Chiefs prominent during the reign of the Sheikh al Kanemi (the founder of the present Bornu dynasty), and the grandson of one of the protégés of the Sheikh al Kanemi are its members. The third mentioned is the Sheikh's Wazir, and the fourth and last acts as messenger between the Shiekh and the Political Officer.

23. One of the chief, and by no means the easiest, of the duties of the members of the Council is to keep the Sheikh informed of public opinion, and when necessary to exert upon him in a constitutional way its healthy pressure, which his feeling of security of tenure of his office might possibly have led him to ignore. The Sheikh and Council have an interview with the Divisional Officer at least once a week, and oftener if circumstances necessitate it, and, for the purpose, among others, of helping the Council into its proper place in the administration, all important matters are reserved for discussion at these meetings. It has been the aim at them, while improving the routine and methods of the Central Administration, to encourage in the Sheikh the habit of spontaneous and frank discussion of any subject in his mind, and to establish a sympathetic understanding between him and his Councillors and the Political Officer.

24. *District Administration.*—In one important respect the administration of the Emirate at the commencement of its administration under the Mandate differed from that which had been in vogue under the Germans. In September, 1920, the Shiekh had, on his own initiative, appointed fifteen resident District Headmen ; and, *ipso facto*, the system by which the land was parcelled out into fiefs as the appanages of non-resident landlords had come to an end.

The constitution of the districts has been revised during the year, and, inclusive of two small districts in the south which are almost entirely inhabited by hill pagans, they now number twelve. The division of the Emirate into these districts has been determined largely

by tribal areas and the old fiefs. As would be expected, the districts vary to a considerable extent in area and in population. The largest has a population of 25,860, registered in the course of the year's taxation work, 7,585 adult males, 9,628 adult females, 8,647 children, in an area of approximately 1,250 square miles. The smallest of the Muhammadan Districts, with an area of approximately 130 square miles, has a population of 2,291 adult males, 3,084 adult females, 2,084 children, *i.e.*, a total of 7,459.

25. The District Headmen of the Muhammadan Districts (the two Pagan Districts will receive particular mention later) consist of five members of the Kanemi (the Sheikh's) family, two of them the Sheikh's brothers, three members of the Arab families influential at the Court of the Sheikh's ancestors at Kuka, one chief of the pastoral Arabs who administers the district inhabited mainly by his particular tribe, and one a freed household slave of the Sheikh who holds the title of "Commander-in-Chief of the Household Troops." The appointments of these Headmen have been made with special regard to their suitability by temperament for the various districts, and to the historical and sentimental claims of each candidate to chieftainship in a particular area. There is a compactness and solidity noticeable about the Emirate's District Administration which is a happy augury for its future success, and which the Sheikh's habit of touring and of arranging reforms in the District Administration when all Headmen came to Dikwa for one or other of the Muhammadan Festivals does much to produce.

26. The suitability of these Headmen for their posts and the success with which they have carried out their work during the year cannot perhaps be better exemplified than by the fact which has led the Sheikh and his Councillors to remark on more than one occasion that :—

"The District Headmen had, after one year's experience under the new regime of administration, carried through work, namely, the collection of taxes, not only without the bloodshed frequently attendant upon it in other days, but without serious trouble at all in localities which have always been regarded as among the most difficult to control in the whole of the Bornu Empire."

27. *Village Administration.*—The village areas into which each District is divided and which constitute the units for administrative purposes are based directly on the old fiefs. Each is under the control of a headman who is assisted in the administration work of his area by a committee of the heads of the various septs in it.

At the opening of the division in Dikwa the comparatively weak state of the village administration was a noticeable feature in the Emirate. Particularly regrettable was the way in which some old hereditary headmen had been reduced to penury by the sale of offices which went on under the old fief system and others completely suppressed. Though the sale of offices had been responsible for a number of anomalous appointments it had not, however, resulted in the real headmen's families becoming hidden under an artificial system, and

during the year a number of these old headmen have been restored to the towns of their ancestors and have begun the work of raising the towns to something like their old positions of importance.

The jealousies and inter-tribal feuds of the Arabs form in a special degree the problem of the administration ; but there are already signs that these chiefs are becoming anxious to sink their petty differences in a common desire to take their proper part in the administration. While there is still a lack of stability about the Village Administration the help given to the less important headmen by the two or three senior Village Headmen who have been appointed to a group of villages in each district to exercise a general supervision on them has effected a marked improvement.

28. *Pagan Districts.*—The two small Pagan Districts present peculiar difficulties, and have received special attention. During the first five months of the year an officer was continually on tour in the region. The object has been to effect a peaceful penetration into the numerous pagan settlements about which little was known except that the inhabitants had never been brought under control and were generally supposed to be ready to resist any attempts to this end.

29. The progress made in this region is very great indeed. Ninety per cent. of the settlements have enthusiastically welcomed the touring officer, and it is probable that the effect of these visits has only to penetrate to the few remaining settlements in order to remove their objections to a visit and to bring them under control. The most encouraging feature about the progress made in these districts, perhaps, is the indication that it is permanent. In the seven months during which an officer was not touring in the region the orderliness has increased ; no acts of brigandage have been committed as formerly on the roads leading along the foot-hills and inter-settlement raids by the Pagans have ceased almost together. A pass has been opened from one side of the Daladdiba range to the other and a market established in the western pagan district. The success of this market and its popularity with the Pagans are indicative of the general progress made in this region. No market existed previously, indeed, one could scarcely have been looked for amongst the communities of mountain pagans whose time was largely occupied in raiding one another.

30. *Taxation.*—In the revised system of taxation in the Emirate only the “ Binimram,” the chief tax under the old system of the Sheikh’s administration, is retained, and in addition to it there is a tax of 2s. per head of cattle and 1d. per head on sheep and goats.

The method of assessing the Binimram has been determined by the special conditions existing in different areas in the Emirate. In some thirty village groups situated along the Bornu Boundary it has been assessed by the Sheikh in Council, assisted by the Divisional officer as a lump sum based on a census return made by a staff of assessing Scribes. The lump sums so assessed were apportioned amongst the inhabitants of the various village areas by the Village Headmen in collaboration with their committees of “ Elders.” This was exactly the method in vogue under the Sheikh’s unreformed



administration ; but the census enabled the taxes to be graduated according to the population and wealth of the various communities, whereas formerly the chief object had been to assess each at as much as it could possibly pay, and the issue of individual receipts to all taxpayers is the safeguard against former irregular levies.

31. The extension of this method to all Village Groups in the Emirate is aimed at, but in many the instability of the Village Administration, particularly among the Arabs, made it inadvisable to put the additional responsibility of an equitable division of the "lump sums" on to Village Headmen, who had already a good deal of extra work under the reformed system. In these groups, therefore, the taxes were assessed at fixed rates per man, woman, horse and donkey. This, while facilitating collection, necessitated no greater progress in the Village Headmen's education than they could easily understand, and left no opportunity for the arousing of the suspicions of those Arabs who can scarcely yet believe that the demand for tax will now come only once a year.

32. In the Pagan Districts taxes were assessed only on such communities as are under complete administrative control. The taxes were assessed at low rates per compound, and in the case of the Pagans payment is being made largely in bars of iron according to their tribal custom ; in a few Moslem communities, where the compound rate was slightly higher than that on the Pagans, payment is being made in cash.

33. The total revenue for the year from taxes is £12,842 0s. 2d. ; £8,322 10s. 2d. of which is Tribute Tax or Binimram, and £4,519 10s. is Jangali or tax on cattle.

34. The following table gives the incidences of these taxes throughout the Emirate :—

—					Incidence per adult male.	Incidence per adult male and female.	Incidence per Head of popula- tion.
					s. d.	s. d.	s. d.
Tribute Tax	...	...	...	...	4 9·4	2 1·5	1 5·4
Total Tax	...	...	...	...	7 4·6	3 3·3	2 2·9

35. *Vital Statistics.*—The vital statistics compiled in the course of taxation work are as follows :—

Adult Males.	Adult Females.	Children.	Total.
34,763	43,562	36,240	114,565

And in addition there is an estimated total population of 25,000 in the Pagan Districts.

36. *Revenue and Expenditure.*—The division of the taxes between the Native Administration and the Government Treasury has been fixed provisionally at the ratio of 3 : 1, and the Native Administration's share forms the chief source of revenue in the Native Treasury. Court Fines, confiscations and fees collected in the Native Courts are paid into the Native Treasury without any deductions. The complete schedule of the Native Administration's revenue during the year is as under :—

(i) Direct Taxes (75 per cent.)—							£	s.	d.
1. Tribute Tax	...	...	...	...	...	...	6,241	19	1
2. Jangali	...	...	...	...	...	...	3,389	12	0
(ii) Native Court Receipts—									
1. Court Fines and Confiscations	...	...	...	...	...	...	619	0	0
2. Court Fees	...	...	...	...	...	...	298	7	7
3. Miscellaneous	...	...	...	...	...	...	3	10	0
Total							£10,552	8	8

37. In the matter of expenditure from the Native Treasury the Sheikh has been encouraged to make payments, except of salaries, on his own initiative without constant reference to the Divisional Officer. On the year's Estimates of Expenditure being approved, the list of salaried officials was drawn up by the Sheikh in Council in collaboration with the Divisional Officer ; but for the purchase of material required for the various Native Administration Departments and such like payments a note stamped with the Sheikh's seal is the Treasurer's authority to pay. This plan has worked well, and there are no signs of extravagance. The Native Treasury Accountant has shown great promise as a book-keeper, and besides keeping his daily Cash-book he has learnt to make out a monthly summary of revenue and expenditure and to calculate the balances under the various heads of expenditure. The Native Treasury Books are examined monthly or oftener by the Divisional Officer and any criticisms intimated at a meeting of the Sheikh and Council.

The expenditure for the year has been :—

	£	s.	d.
Central	3,399	0	0
District Heads	1,814	0	0
Village Heads	1,912	8	0
Judicial	467	5	0
Treasury	97	0	0
Police	487	18	0
Prisons	140	2	0
Various	108	0	0
Works recurrent	159	11	5
Capital Works	1,543	14	5
Education	158	18	3
Survey	20	10	0
Miscellaneous	46	5	9
Total	£10,354	12	10

38. *Judicial.*—Under the Sheikh's unrevised administration the dividing line between the judiciary and the executive was a very thin one indeed. Although two Courts under two Imams existed in the

capital they were largely under the direction of the Shiekh, and most of the fines and fees collected in them were appropriated by him and formed an important source of his income. The division of jurisdiction in the capital was therefore a delicate matter. The following arrangement was made, and has worked very well indeed ; the Chief Imam was appointed assessor to the Judicial Council which is under the presidency of the Sheikh, and the other Imam's Court was continued with the Imam as Chief Kadi. Both of these Courts have full powers ; the latter deals with ordinary cases under Muhammadan Law and local custom ; slavery cases and cases involving administrative matters and regulations introduced under British administration are dealt with by the Judicial Council.

39. There are six District Courts which are under the general supervision of the Chief Kadi, who examines the monthly cause lists of the Courts and makes any necessary criticisms at meetings of the Sheikh and Council. Four of these Courts are of " B " grade with power to inflict punishment up to 2 years' imprisonment or a fine of £50. Two Courts have been recently established in the Pagan Districts ; one is of the " C " grade with powers of six months' imprisonment or a fine of £10, and the other of " D " grade with powers of three months' imprisonment or a fine of £5.

The work of the Courts has been entirely satisfactory. A noticeable feature in that of the Courts in the Arab and Beri-Beri Districts is the strict adherence, in theory, of the Kadis to the letter of Muhammadan Law. In the Pagan Districts the District Headmen who sit with a Committee of Village Headmen as assessors are the Presidents of the Native Courts, which deal mainly with cases involving native law and custom and not Muhammadan Law.

40. A total of 1,603 cases was heard in the Emirate Courts during the year, 296 of them criminal cases and 1,307 civil cases. The returns for the Judicial Council and the Chief Kadi's Courts are :—

_____				Criminal Cases.	Civil Cases.	Total all Cases.
Judicial Council	...	...	...	182	193	375
Kadi Dikwa	...	...	...	42	547	589

The Pagan Court of " C " grade heard 6 civil cases, and that of " D " grade one civil case. The remainder of the cases were spread more or less equally over the Courts in the Arab and Beri-Beri Districts.

41. *Slavery*.—A most noticeable, and by far the most regrettable, feature of the Emirate's administration at the beginning of its reform under the Mandate was the active state in which the slave trade was found to be. There were in Dikwa many natives whose attitude towards the subject showed that they scarcely realised that to trade in pagan children was a crime.

Special measures were taken to put an end to the traffic in slaves, and these measures have been attended with considerable success. In the south-western corner of the Emirate a patrol of "askar," or foot police, has been maintained on the road along the foot-hills. This was known to be a route frequented by slave-traders, and the establishing of the patrol immediately led to several arrests. The efficiency of the patrol is evident from the large decrease in the number of slave cases reported from this region during the year.

42. In the Eastern Districts, where the position was made the more difficult by the facilities which offenders had for evading detection by crossing the International Frontier, the Headquarters of two Districts were established on a well-known route of the slave-traders. Here, again, arrests were shortly made, the District Headmen intercepting the traders in a number of cases. The Village Chiefs in the Eastern Districts have instructions from the Sheikh to produce any suspicious-looking stranger before the District Headmen, to whom the stranger is required to prove the *bona fides* of his business. These measures have had a far-reaching effect, and the number of convictions obtained against slave-traders has, it would appear, caused the raids into the pagan areas to cease altogether.

43. In the matter of emancipation of slaves the Native Courts' decisions are characterised by great discretion and fairness. In these Courts household slaves can obtain their freedom under the usual conditions of Muhammadan Law, and the Kadis have shown their capability of adapting themselves to new conditions by their decision in cases where a slave, although he cannot provide means for his ransom, refuses to return to his master. In such cases the Courts have effected a mutual arrangement between the two parties, generally consisting of the payment of a small sum and the gift of a small measure of corn in lieu of work by the slave to the master, which shall continue until such time as the slave effects his ransom.

The following table gives the emancipations for the year :—

By self-redemption ...	...	...	...	...	...	4
Ransomed by relatives ...	...	...	...	...	...	1
Liberated by order of the Native Courts	...	...	...	...	...	37
Total	...	...	...	...	...	42

44. *Police and Prisons.*—The peculiar needs of the Emirate have necessitated a somewhat specialised form of native police force. This force, which is the only organisation of its kind maintained in the Emirate, comprises three sections :—

- (a) *The Zubat.*—A term which has locally the somewhat grandiloquent meaning of "Captains." They are mounted and consist of the more martial followers of the Sheikh under the leadership of the chief eunuch. In the words of the Sheikh: "They are to be prepared for all things even death." They are employed on police work outside the

capital, which requires men of some tact as well as personal courage.

- (b) The " Askar " are foot-men who maintain on the road past the foot-hills a patrol which has been most effective in putting a stop to slave-dealing and brigandage.
- (c) A small force of police for duty at the prison and in Dikwa town only.

The members of the three sections of the Police Force have all been recruited from the Sheikh's followers, and the establishment of this force has enabled a number of the Sheikh's dependents and household slaves, who were either themselves fiefholders or who formerly subsisted on the bounty of fiefholders, to be given posts of secondary importance in the administration.

45. The prison, a mud building of a very good type, was completed in April, and the prisoners transferred to it from the Sheikh's house. There are four large and airy cells which provide ample accommodation for the number of prisoners, a cook-house, hospital, and a small compound for the chief warder all within the prison yard, and there is room for extension of the buildings when necessity demands. The daily average number of prisoners throughout the year has been 69. They have been employed principally on sanitation work in the town and in brick-making. The Sheikh's Wazir exercises a general supervision on this and the Treasury and Public Works Department.

46. *Public Works.*—The house of Fadl Allah, the second son of the Arab usurper Rabeh, was taken over for the Native Administration buildings. One part of it was cut off to form the prison, and at another corner a Court House for the Chief Kadi was built. The central buildings in the old compound have been restored to form a strong-room for the cash, an office for the Treasury Accountant, a Stationery Store and a hall for the use of the assessing staff. In a separate courtyard are enclosed a garage, petrol store, blacksmiths' and carpenters' workshops, a store for their tools and a large store for road-making tools and similar heavy articles.

47. The blacksmiths and carpenters are kept continuously employed on work for the administration. A staff of sawyers is employed to cut large timber, of which there is a good supply in the riverain region, for the use of the carpenters. Three drivers have been trained for the motor lorries purchased by the Native Administration and for the Sheikh's car. The Public Works Department as a whole is particularly alive and responsive to attention, and gives promise of soon being able to manage its own concerns even in such novelties as motoring. Arrangements have been made for its extension as soon as funds necessary for the upkeep of a larger establishment are available.

48. The work of road-making in the Emirate presents difficulties. The extensive swamps which exist during the rainy season all over the Emirate necessitate throwing up embankments everywhere, and

where these have to be made on the "firki" soil (the black clayey soil of which most of the eastern Districts consists, and which occurs in patches in other parts of the Emirate) the amount of labour involved is very great. Soon after the rains are over this soil bakes almost to rock-like consistency and is very difficult to work. Fifty miles of embankment have already been made on the principal roads, and the embankments will be extended gradually during the dry seasons. Numerous bridges in these embankments made entirely of local timber have stood the last year's rains well. Where no embankment exists, wide tracks are kept open and it has been found possible to make these motorable with very little expenditure of labour.

49. *Education*.—The Sheikh's and his Councillors' receptivity of new ideas is very well exemplified by the interest they take in the subject of education and their interest has done a great deal to inspire the boys with enthusiasm about their work.

50. One young man attends the Training College at Katsina in Nigeria where English is among the subjects in which instruction is given. An encouraging report on this scholar's progress was received at the end of the school year from the Head of the Training College. Fourteen boys are boarders at the Bornu Provincial School in Maiduguri. Two of them are intended to pass on later to the Technical School in Maiduguri to learn carpentering. Two boys are being trained as motor mechanics in the Technical School, and there are also five blacksmiths in training at the School, one of whom will specialise in wheelwrighting and two will go on to a course in motor-mechanics.

51. *Trade and Economic*.—Trade, in the European sense, has been almost at a complete standstill during the year until quite recently, when the export of hides to the trading firms in Bornu has revived a little. Purely local trade, however, has survived the general depression, and in the local markets (Dikwa is fortunate in possessing some old established and important ones) has been carried on an encouraging lively trade in native produce. Throughout the year there has been a steady export of corn, the Emirate's chief agricultural product, to Bornu and to French Territory.

52. In the account of the economic resources of the Emirate given in the first Report mention has been made of the importance of stock-breeding among the pastoral Arabs. At the larger markets there is a considerable trade in stock. Figures taken for this year's census of the stock in the Emirate are :—

Cattle	...	...	...	...	...	...	...	45,195
Goats	...	...	...	...	...	...	...	86,198
Sheep	...	...	...	...	...	...	...	28,609
Stallions	...	...	...	...	...	...	...	1,537
Mares	...	...	...	...	...	...	...	3,726
Donkeys	...	...	...	...	...	...	...	8,197

It has been pointed out in the first Report that the Emirate, thickly populated as it is for Africa, and containing as much stock as the

facilities in its pastures for grazing and watering will allow, offers no place for the foreign settler or concessionaire, except perhaps for the possible exploitation of such little mineral wealth as the country may prove to possess. A trade revival and improvement in the means of transport would, however, afford an opening for "middlemen."

53. *Land Tenure*.—A general conspectus of the important question of land tenure was given in the first Report to which it is scarcely possible yet to add.

54. The position in the Emirate may be summarised briefly as follows: The Muslims admit the theory that the proprietary rights over land are vested in the ruler of the State, here the Sheikh. There is, on the other hand, a marked individualistic system of land tenure which the large Arab immigration to an area where the headmen of the oldest towns made, and in many cases sustained, the most grandiose claims to land, has probably been instrumental in establishing. A farmer with full rights to his land may sell, let or grant away his rights, and in the event of his death, in the matter of inheritance to the land, the strict laws of Muslim inheritance and local custom in regard to family possession both have influence.

55. The Sheikh and his Councillors and Dikwa Chiefs in general hold ideas on land tenure which are much more in accordance with the Nigerian laws on the subject. It would obviously have been unwise for the Sheikh to have issued orders peremptorily abolishing private property in land, notwithstanding the importance of the Sheikh's retaining his right of effecting a division of lands in proportion to the number of people wishing to cultivate. Instead of issuing new regulations with regard to Land Tenure the Sheikh has been advised for the present to use his influence, as for instance, in his decisions upon land questions which are brought up to him for settlement, against the three most undesirable features of the old system; first, the obstructionist attitude adopted by some of the Beri-Beri Headmen towards Arab and other immigrants; second, the exaction by landowners of high rents in cash which enable the lazy owners to live on the proceeds of their rents; third, the transfer, by purchase or otherwise, of large estates between individuals. These measures have already effected a great improvement in the situation, as is shown by the small number of complaints regarding land which were brought up this year as compared with last.

56. *Relations with Nigeria*.—Dikwa is fortunate in possessing a close historical connection with Bornu. During all the years that Dikwa's Native Administration has been left unrevised the Sheikh and other Dikwa Chiefs have been in close touch with their neighbours, and, in many cases, their relations in Bornu, and no doubt the interchange of ideas which has taken place in those years will have a very helpful effect upon the reforms in Dikwa which will be made to bring it into line with similar Emirates in Nigeria. The most cordial relations exist between the Sheikh of Dikwa and the Sheikh of Bornu, the senior representative of the Al Kanemi family. Visits have been exchanged

between the Sheikhs during the year, and they cannot have failed to strengthen the already strong ties which link the two states.

57. It is probable, too, that Dikwa's historical and sentimental connection with Bornu is in a measure responsible for the enthusiasm with which the new regime has been welcomed by the Dikwa people as a whole. On the one hand the peasantry realise from what they know of their fellows in Bornu that they have a greater freedom than in the days of the fiefholders; on the other, the Chiefs have the assurance of the experience of those in Bornu that they will not be deprived by the reforms under the new regime of their customary participation in the administration of their State; that legislation will not outrun occasion and that inherited position and rights on the one hand, and obligations and duty on the other, will not be rudely brushed aside to usher in prematurely alien concepts of doubtful efficacy in practice.

58. *International Boundaries.*—This section of the report, however, would not be complete without mention of a subject on which the feelings of all the ruling classes and large sections of the people of Bornu are those of rather hopeless submissiveness and dull resentment.

59. They observe that though the Powers of Europe profess to be exceedingly anxious for their welfare, yet since the close of the 19th century the question of most fundamental concern to them—the question of international boundaries—has been settled, so far as is apparent to them, on no clear principles.

60. When the natives in the regions which extend from Ngegmi on the one hand to Logone on the other heard that as the result of the Cameroons Campaign, the portions of Bornu which had been under German rule were to be restored to the Sultanate of Bornu, the news was received by all classes with the utmost enthusiasm, an enthusiasm, however, which was considerably damped when it became apparent that not only was the region to be restored much less than the portions of Bornu which were under German rule, but that the "temporary" international boundary then brought into force was of an artificial and arbitrary character.

61. For a considerable number of years now the Shehus of Bornu and Dikwa have with exemplary patience endured pin-pricks from erstwhile subordinates, and have had to turn a deaf ear to legitimate complaints of their own people—separated from them by artificial lines drawn in Europe and put under the authority of persons who have no natural claim to rule over them.

62. The difficulties of the present situation are, however, not merely the outcome of wounded feelings and severed relationships, but are also of a practical and material nature. One of the most serious drawbacks is the annoyance and hardship which all the Bornu pastoral tribes, Arabs and Fellata alike, experience by reason of being cut off from the dry season grazing grounds to which they have been wont to resort for many centuries—the regions of Woloje and Logone



63. The existence to the South-west of a stretch of rocky country—in the past a slave-reservoir of indeterminate boundaries exploited for slaves by a small caste who are called Wandala and are dignified with the title of “Sultans of Mandara”—has enabled part of this region which was in reality “no man’s land” to be assigned to Bornu as nominal “compensation” for her lost territory, but it must be understood that though this “compensation” may in some sense be a “salve” to the natural disappointment of the Shehus of both Bornu and Dikwa, its acquisition does not affect the real hardship to the people of Bornu, particularly the pastoral tribes, which the failure of the Powers to restore “German Bornu” to Bornu has caused.

64. There is no question that every square mile of territory which may go under French Mandate East and South-east of Dikwa in the direction of Woloje and of Kusseri and Logone—the ancient fiefs of the Kaigamma (Senior Chief) of Bornu—will be looked upon as “lost Bornu” and as a “sacrifice” offered to the convenience of the Mandatory Powers.

65. In recent years there have been so many changes—so many hopes and disappointments—that the people have got into the habit of thinking that no boundary is settled for certain or ever will be, but unquestionably if it is desired to put a real end to the discontent, inconvenience and feuds, which have been intensified in this region over boundaries since the close of the Cameroons Campaign, the sooner a Boundary Commission with extensive powers is appointed the better.

If it did not bring to the inhabitants of Bornu all they want or all they think they ought to have, it would at least bring finality, which seems impossible of attainment by the efforts of the local administrations.

#### B.—REPORT ON THAT PART OF THE CAMEROONS WHICH LIES NORTH OF THE BENUE RIVER AND EAST OF THE NIGERIAN PROVINCE OF YOLA.

66. *General and Administrative.*—This division, known as the North Cameroons Division of Yola Province, comprises 11 small districts: Madagali, Moda, Michiga, Mayo Bani, Mubi, Wokuna, Maiha, Kwagol, Wafango, Sorau and Belel.

The area is roughly 2,480 square miles with a population of 71,292. A more accurate census taken this year shows an increase of 32,410 over last year’s estimate.

The general work of pacification and organisation of the districts has been proceeding in a steady, and on the whole, a satisfactory manner.

67. In September, 1921, sanction was given for a patrol to accompany the District Officer, who had been selected for the purpose of bringing the Madagali and adjoining districts under administrative control. This region had since the eviction of the Germans been subject to a very shadowy control. It was found that slave dealing

with its attendant evils of kidnapping and raiding, had become rampant and the country rendered unsafe for traders and caravans. This particular country had been entered at the end of 1920 by an officer with a small body of police. He had secured the establishment of order in a part of the area and the disarmament of the followers of the Chief of Madagali, but there still remained a number of Pagan tribes who had not been visited. It was for the purpose of visiting the untoured portion of the area and its complete pacification that a military patrol was sanctioned. The patrol was completely successful, and friendly relations were established with all the tribes, with one exception, without the use of force. The exception was that of a section of the Bazar tribe living at a place called Bazar Tillijo. The Chief of this town, which is situated some 2,500 feet up on the crest of the Bazar Hills, had on previous occasions, it is reported, resisted both the Germans and the French. He showed an equally hostile attitude to our Political Officer and attempted to induce the remainder of the Bazar tribe to join him. When it was realised that all efforts to induce this man to submit were useless, steps were taken to effect his arrest. The town was approached by the District Officer accompanied by an escort of 50 men. Resistance was offered by the Pagans, freshly-poisoned arrows being fired at the escort from caves amongst the rocks. Ultimately, led by their Chief, the Pagans made an attack but scattered when the troops opened fire. The Chief and one other were killed and one of their number wounded. In the evening of the same day the inhabitants of Bazar Tillijo came to see the District Officer and made full submission.

68. The general attitude of the District Chiefs continues to be friendly, but progress is necessarily slow and work amongst them at times disheartening. We cannot, however, expect them wholly to change in a short year when they have for so long been engaged in such practices as slave raiding, extortion and robbery, and for some years were under no sort of administration.

69. As regards the Pagans in this area, communication has been opened up with some who have hitherto remained aloof from intercourse with anybody outside their own particular hills. Many of the villages of these groups have previously paid tax either to the French or German, but not all.

70. There remain some groups of Hill Pagans in the Mandara Mountains along the Franco-British frontier line in this area, who have not yet been visited by a British officer since we took over the administration, or previously by any French or German officers.

71. A small station has been made at Mubi town for the Political Officer in charge of the Division, and for any small force which may be with him. Mubi is the geographical and commercial centre of these districts of the North Cameroons, and is the richest and most populous of the 11 districts. It was chosen as the central station also by the Germans and the French when they were administering the area.

72. *Native Courts.*—The Native Courts have been given full attention and were reorganised on December 21st. The alterations then made came into force as from January 1st, 1922, and have proved satisfactory. By this reorganisation the number of courts was reduced from 11 to 6, and certain very small districts adjacent to one another were amalgamated for judicial purposes, under one Native Court. Each of the courts is presided over by an Alkali. By this reduction in numbers a saving in expenditure on salaries was effected, whilst the efficiency of the courts was improved.

73. *Revenue and Taxation.*—Up to the middle of December no general tax had been collected for the financial year, as it was thought politic to postpone the demand. Last year's collection was begun very late in 1921 and not completed till the end of February, 1922. The District Officer estimates that there should be an increase on the 1921 General Tax owing to the more accurate census which has been completed.

74. Many of the newly-counted Pagans will be taxed very lightly, in fact almost nominally, for the first time that taxation is imposed upon them. Every Village Head was informed by the District Officer of the tax due from his village.

75. Last year's General Tax amounted to £2,538 and Cattle Tax £981. The estimate for this year is—General Tax, £3,000 (increase of £500 over last year), and Cattle Tax, £1,400.

### C.—REPORT ON THAT PART OF THE CAMEROONS WHICH LIES SOUTH OF THE BENUE RIVER AND EAST OF THE NIGERIAN PROVINCE OF YOLA.

76. The larger portion of this area is known as the Southern Cameroons Division of the Yola Province. Its headquarters are at Toango, and it consists of the following Districts :—

District.							Sq. Miles.	Population.
Nassarao	...	...	...	...	...	...	800	13,116
Numberu	...	...	...	...	...	...	300	3,537
Toango	...	...	...	...	...	...	2,500	6,426
Gashaka	...	...	...	...	...	...	6,000	14,860

77. These figures are based on a fresh census, which was not quite completed in the Gashaka District at the close of the year. So far, the census shows approximately 10,000 more population than was estimated last year. The majority of the population are Pagans and there is a noticeable increase in the friendly confidence displayed towards Europeans. The attitude of the Fulani Chiefs and their peoples has also been very satisfactory.

78. The Assistant District Officer's time has been chiefly devoted to the consolidating of the District Administration, the strengthening of the Native Courts and the authority of the Village Heads, and the removal of all the Chiefs' Emissaries, or tax collectors (Jekadu), since these men arrogate to themselves the authority which should properly belong to the Heads of Villages and are not sufficiently controlled by their master, the District Chief.

79. The Police Detachment in this area has consisted of seven men only, and it is thought that next year this small detachment might be withdrawn and replaced by Native Administration Police.

80. The Division is now self-supporting. There is no separate Treasury, but all revenue is paid into the Yola Native Treasury and the Districts are financed, the estimates of revenue and expenditure being combined with those of Yola Emirate. The above also applies to the Northern Division.

The Native Administration officials receive definite salaries for the first time this year. Previous to this the area was independent of Yola and the Political Officer in charge paid, in the way of salaries to the Chiefs, one-quarter of the taxes collected, and informally controlled another quarter in expenditure connected with roads, etc.

81. *Nassarao District.*—There has been a considerable amount of development in this District, and the District Head, Mai Gari, has worked hard and well, and the results achieved are very creditable.

82. This Chief paid his first visit to Yola since the area has been under British Administration, in December, 1922, to meet the Lieutenant-Governor on his tour of inspection. Mai Gari was lodged by the Emir in Yola town. The Emir dealt with him very tactfully, and to all outward appearances the old feud that had always existed between them has quite disappeared.

83. *Toango District.*—This District still maintains steady progress, and the next revised assessment is expected to show a great increase in the population, caused mainly by the influx of people from French Territory. The reason given for this, by the people, is the amount of taxation they are asked to pay by the French Administration.

84. The District Head, until recently, knew very little about his District, and consequently did not show much interest in it. He has now toured the whole area, accompanied by the Assistant District Officer, with good results.

85. The new town, Toango, has developed tremendously, and the Sarkin Toango, District Head, has far from regretted his move into British Territory from Koncha and his allegiance to the British, and is pleased with his present prospects.

86. He is by no means of the energetic type of Fulani Ruler, and, at first, the Assistant District Officer reports, the lack of interest shown and assistance rendered by the Native Administration were dis-

couraging. This attitude apparently arose from a mistaken notion on the part of the Chief and his people that their migration from Koncha was but temporary and that at no distant date they would return to that place. Their attitude, therefore, in not wanting to undertake any arduous work at Toango can be appreciated. They are, however, getting out of this idea, and there is a great change for the better, which has gratifying results.

87. *Numberu District.*—The District is small and forms a narrow strip of land dividing Nassarao from Toango District. Its chief, the Chief of Laro, is a very old man. He willingly gave up his old town of Laro in order to be under British rule, and on this account he is, and should be, shown much consideration, but it is doubtful whether during his lifetime it is much use to look for any real radical change in the Native Administration in this District. The District is generally very poor and by no means on the same footing as its more favourable neighbour, Nassarao.

88. The Chiefs of Numberu and Toango undoubtedly still feel the move from their old headquarters, and what keeps this feeling alive is the more or less constant intercourse between the people in these divided districts. In their eyes an interloper is ruling over part of the country their grandfathers conquered and the towns they founded.

89. Now that the French have found the construction of a railway along the road from Garua to Duala to be impracticable, I submit that it would be an act of grace on their part to consent to the inclusion of the towns of Laro and Kwancha and the remaining portion of their districts in the British Sphere.

90. *Gashaka District.*—This District is by far the largest in the South Cameroons Division, but the actual area over which the Sarkin Gashaka has control is not very great, comprising only about 30 towns. Such of the District as is under control the Sarki knows thoroughly, and if he would abandon his old feud with the Chief of the French District of Banyo, which arose over boundary disputes, and devote himself assiduously to his own District, much good would result.

91. *Native Courts.*—There are three Alkali's Courts in the South Cameroons Division, one in Nassarao, one at Toango and one at Gashaka. All these are now established under warrants. The two former are of grade "B," the latter of "C."

Both the Nassarao and Toango Courts are working well, and, judging from the increasing numbers of the Pagans that make use of them, are gaining the greater confidence of the people. In the Gashaka District Court it has been necessary to remove the Alkali for corrupt practices after several warnings. It is hoped that the new Alkali with regular supervision by a European Officer will prove more satisfactory.

92. The whole of the area of the South Cameroons Division would appear to be now singularly free from serious crime. Severe sentences were passed by the Native Courts in the five cases of highway robbery

and midnight raiding that took place. This severity had, no doubt, the desired effect.

93. *Revenue and Assessment*.—No Resident's Assessment has been undertaken in this Division, but a general revision of assessment has been made during the year under review.

The tax is on a capitation basis and the incidence compares favourably with that of the adjoining Yola and Muri Districts.

94. Last year's General Tax amounted to £1,311 and Cattle Tax £932. This year the assessment shows £2,299 and £1,722 respectively—a total increase of £1,770.

Included in area "C" for purposes of this Report, but not forming part of the "Southern Cameroons" Division, are the Independent Districts of Gurumpao and Yibbi. These two areas are being administered as part of the Numan Division of Yola Province. This appears to be a satisfactory arrangement as the people are of the Chamba tribe and are akin to those in South Numan. Favourable reports are received on the condition and political situation of these districts. During the period under report they have been quiet and orderly and the small General Tax has been collected in full by the District Heads themselves without any difficulty.

95. *Slavery*.—During the year under review every care has been taken by the District Officers in charge of the Cameroons area to maintain a vigilant watch for and to make the utmost efforts to stamp out slave traffic; and in the South Division, the District Officer has undoubtedly been receiving great help from both the District and Village Heads.

96. No fewer than 17 children have been restored to their parents during the year and convictions have been obtained and sentences of varying terms of imprisonment imposed on 7 men.

97. In the Northern Districts the District Officer reports that there is no doubt that the traffic in slaves still exists and is regarded as a profitable though now risky trade by some of the better-to-do Fulani, who make use of the hill Pagans as middlemen. But the Fulani and those Pagans who have been visited know that we intend to suppress the traffic, and District Heads are beginning to help.

98. It has been pointed out to the District and Village Heads that not only those actually guilty of buying or selling slaves would be punished, but that those in any way accessories to the crime were also guilty and would be liable to be punished. But as the District Officer in charge Northern Districts writes:—

"As our administration gains ground in these localities so doubtless the slave traffic will be finally stamped out by degrees. In the meanwhile I would ask that it should not be forgotten that for several years recently, before we began administration here, the people had been free to do just as they wished. Consequently the state of the country had become chaotic and lawless;

all the abuses of old had sprung to life again, slave dealing with the rest, and some little time must elapse before the evil is entirely eradicated."

E. J. ARNETT,

*Acting Lieutenant-Governor,  
Northern Provinces.*

KADUNA,

*April, 1923.*

### TRANSLATION, (v. para. 18).

Praise be to God who divided mankind among the four quarters of the earth, and gave them justice as an administration and warning against all harm, and directed Kings and Sultans to shew brotherly good-will as the foundation of their administration among the pious.

Thanksgiving and Peace be on our lord, Muhammad, the guide, and upon his relations and companions who perfected true prosperity.

This is an agreement between the Sultan son of a Sultan, Muhammad Abd ur Rahman Kori (*i.e.*, Koiranga) son of the deceased Muhammad Abd ul Kadir Sultan of Bagirmi, and the Sultan son of a Sultan, Sheikh Umar son of the deceased Ibrahim son of the deceased Sheikh Muhammad Al Kanemi, Sultan of Bornu. May God protect them. Amen.

After that : they have made known their rights pertaining to their kingdoms and made by this writing a final and complete agreement, and fixed the River Shari, the well-known river, as a common boundary between their territories : and in addition to that they agreed on the one hand that Buguman and its subject lands and villages between (the) Logone and the Shari as also the towns of Gulfei and Shawi and Makari and all their lands should belong without question to the kingdom of the Sultan of Bagirmi : and on the other hand, that Logone and Kusseri and their lands and villages, and the land lying between (the) Logone and the Shari which belongs to Kusseri should be, without question, in the kingdom of the Sultan of Bornu.

They swore by the Name of God most exalted, and by his noble book that they would mutually carry out this agreement.

This important act was done at Kusseri on the 26th day of the month Shawal in the year 1317 A.H.

# REPORT

## ON THE

# CAMEROONS PROVINCE

## FOR 1922.

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### INDEX.

SECTION.	PAGE
I.—General ... ..	32
II.—Slavery ... ..	33
III.—Labour ... ..	35
IV.—Arms Traffic ... ..	37
V.—Liquor and Drugs ... ..	37
VI.—Liberty of Conscience ... ..	39
VII.—Military and Police ... ..	40
VIII.—Economic Equality ... ..	41
IX.—Education ... ..	42
X.—Public Health ... ..	44
XI.—Land Tenure ... ..	47
XII.—Moral, Social and Material Welfare ... ..	47
XIII.—Public Finances ... ..	51
XIV.—Demographic Statistics ... ..	53
XV.—Political Situation ... ..	53

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Annexure I ... ..	54
Annexure II ... ..	55

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Appendices :—Proclamations ... ..	59
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THE LIEUTENANT-GOVERNOR,  
SOUTHERN PROVINCES.

5th May, 1923.

YOUR EXCELLENCY,

REPORT ON THE CAMEROONS PROVINCE.

I.—GENERAL.

The information contained in the latter part of this report will follow the lines of the Questionnaire upon which the Permanent Mandates Commission desire the annual report to be based, but before proceeding to deal specifically with the subject-matter of the various headings, some general introductory remarks comparing the present state of affairs in the Cameroons Province with that of 12 months ago may not be out of place.

2. The very varied population of the Province is docile and law-abiding, and taxes have been paid with readiness and without evasion. Every indication tends to show that the people are contented except in the one matter of the general economic situation and the universal depression in trade. The Customs barrier imposed by the division of the Cameroons into the British and French spheres has aggravated the position more particularly for the tribes on the West of the Mungo river, the natural outlet for whose trade is either down that river or by the Northern railway to the port of Duala in the French sphere.

3. The work of the political staff during the year may be said to have been concentrated on the setting up of Native Administration, *i.e.*, an endeavour to rule through the Chiefs, to educate them in the duties of rulers, to seek their co-operation, and to maintain their prestige. This subject will be more fully discussed later in the report. (Paragraphs 63–74.)

The Chiefs have been invited to take a personal interest in questions of education, assessment and finance. The advance made in this direction cannot be described as anything but satisfactory. In order to lay secure foundations on which to build, much careful and laborious enquiry has been required and as a result the advance has been slow. Generally the best material for the foundations has been met with in areas in the North and North-West; the Southern portion, which had been longer and more closely associated with the direct method of German Administration, showed a greater loosening of their tribal bonds, and as a consequence rebuilding has been slower.

4. A difficult feature of the administration of this mandated area is the peculiarly heterogeneous nature of the various tribes and clans, differing widely, as they do, in their political organisation or the lack

of it. For this reason it has been found necessary to establish 14 native districts in Bamenda Division, based on what is believed to be the ethnological distribution of the people.

5. The inhabitants of the Mamfe Division are forest people and, as such, in a low stage of political evolution. However, here as elsewhere, research has brought to light a higher degree of native organisation than has been attributed to them heretofore. Such organisation undoubtedly exists in individual villages, and these villages are grouped in clans, a term which covers a loose confederation united by ties of blood for the decision of internal disputes and mutual protection against outside aggression. Of any higher organisation than the clan no trace has come to light, and it is to supply the want in this direction that each Native Court has been gazetted a Native Authority.

6. The state of affairs in Kumba Division may be described as tranquil, and the year's work has been mainly devoted to the preparation of assessment reports.

7. Conditions in the Victoria Division differ widely and fundamentally from those in other divisions of the Cameroons Province. The Plantations take up the greater part of its area and are its most outstanding feature. Nowhere in British West Africa has the concessionnaire system been carried to such limits. The land around the mountain was divided amongst German companies, while the inhabitants were removed from their homes and settled in reserves with no regard for the desires or requirements of the original owners. The result is that they have retained but small sense of tribal unity or cohesion, and furthermore they have lost much of their primitive outlook and old-time customs owing to their close contact with Europeans for a lengthy period.

8. The keen and ever-increasing demand for education is a healthy sign of advance. Lack of funds and the shortage of qualified teachers have been delaying factors, but the steps taken during the year, as more fully detailed in paragraphs 46-54 of the report, indicate that considerable progress has been made.

## II.—SLAVERY.

9. A report on slavery, as known in the British sphere of the Cameroons, must be prefaced by the following remarks :—

- (1) The traffic in slaves is a thing of the past ; by that is meant the sale of human beings for export out of their own country.
- (2) Slave dealing is rare and confined to one division, that of Mamfe.
- (3) The status of slavery is recognised by native public opinion but in no wise by the Administration.
- (4) Islamic law and custom has no force whatever in the Cameroons Province.

10. The fundamental law regulating the status of slavery is the German one of 21st February, 1902. By this law the children of slaves are freedmen and the children of freedmen are freemen. Moreover, from the date on which the law was promulgated no man could become a slave by any means whatsoever. Thus by the mere lapse of time there can be but few whose status, if legally determined, would be that of a serf or a domestic slave. But the legal status is one of purely academic interest. In practice, no man or woman who in native public opinion may still be considered a slave suffers any restriction whatever to his liberty by reason of any law or action on the part of the present administration. In the eyes of all administrative officers all men are equally free; it is only in ethnological reports that the words "slave village" or "originally a slave village" still occur as a matter of scientific interest.

11. The present penal sanctions against slave dealing in all its forms are contained in the Criminal Code of Nigeria, which Code was proclaimed in the Cameroons on 20th September, 1919. This law provides for a sentence of ten years' imprisonment for kidnapping, of two years for deprivation of liberty, of seven years for slave dealing.

12. Cases of slave dealing and kidnapping can be tried only in the Provincial Court. In 1921 the Courts dealt with six such cases, resulting in six convictions against eight persons. In 1922 the number of cases heard was only three, resulting in no convictions being obtained against the five persons charged. The effect of the law, of the constant touring by administrative officers and of the spread of missionary and educational influences, as shown by the small number of cases, has been entirely satisfactory and it has not been found necessary to adopt any special measures against this crime.

13. The condition and status of women throughout the British sphere of the Cameroons calls for comment. Owing to the general tendency of the pagan polygamist to invest his money in women, who, moreover, do practically all the manual labour, they are often his only tangible assets, and, when called on to satisfy a debt, he is by force of circumstances compelled to realise. The method he adopts is to find another man who is willing to marry one of his wives and thus obtain a refund of any money he may have expended by way of so-called dower. It may therefore readily be seen that it is difficult for the administration to differentiate between marriage and a transfer for value received. The natives are, however, generally well aware of the thin boundary line, and it is likely that the great majority of such transactions are real marriages, according to native law and custom. There are no complaints from women concerned, who have every facility to put forward any grievances. In but very few cases are such women transferred from their clan areas, and never from their administrative districts. But though, as things are, no real hardship is involved in such re-marriages, still the whole status of women sadly requires improving, an improvement which can only be brought about by the gradual extension of missionary, educational and economic influences.

14. The pledging of a person is forbidden by law and an offender is liable to the same punishment as for slave dealing.

15. Of those who in native public opinion are looked down upon as of an inferior social and servile status there may be some 2,000 all told within the British sphere. Their condition is that of serfs voluntarily, except for the restraint of native public opinion, attached to the soil. They are generally established in small hamlets and show no disposition to move away. They are fully aware that they could apply for a manumission certificate, with or without payment to the so-called owner, but only four such applications were made in 1922.

### III.—LABOUR.

16. Labour problems within the Cameroons Province have, as yet, not arisen. Labour is entirely free and there has been no need to use compulsion to secure remunerated labour for essential public works and services. The only employer of manual labour is (a) the Administration, as represented by (b) the various Native Administrations or (c) by the Plantations Management. To all intents and purposes there are no other employers of labour, unless indeed polygamous husbands, who employ their wives to produce their food, can be called employers of labour.

17. The Provincial Administration employs both permanent and casual labour, chiefly on public works and for transport. So long as the labour is of a permanent nature there is no difficulty in obtaining it, but in the case of casual labour for transport, especially if required in a hurry, there is sometimes a little trouble, always dealt with by or through the Native Administrations, that is, the people themselves. Even these rare cases of indirect moral pressure will cease as soon as roads to take mechanical transport are constructed by permanent gangs. In a thinly-populated country where there are no professional carriers, as in the Northern Provinces of Nigeria, and where the men themselves are not accustomed to work, head carriage is not a popular form of employment, even though paid for at the rate of 9*d.* a day of, say, four to five hours, as compared to a full day's work at 6*d.* on public works or plantations.

18. It is perhaps unnecessary here definitely to state that any form of *corvée* is absolutely unknown, as is also the use of physical force by Europeans or their agents to recruit labour. Labour, in lieu of taxation, which was recognised by the late German Administration, has been entirely abolished.

19. The Native Administrations (v. Section XII) are also employers of labour in much the same way as a municipality is an employer in Europe. And here it may be objected that, apart from the permanent officials, labour employed by the Native Administrations is neither "free" nor paid. But these compulsory and unpaid public services are exactly of the same nature as those recognised by statute or by-law in European countries. In practice the Native Authority, whether

chief, council of elders or court, calls upon the people within its jurisdiction to keep clean the village street, to carry out their own conservancy, to clear the main roads of grass half-way to the next village two or three times a year, and to keep in repair the "tie-tie" or "hammock" bridges, *i.e.*, suspension bridges made of creepers. School buildings and teachers' houses, except in European stations, are built and kept in repair as a public service and as a condition preliminary to opening a school, and in some places this extends to the building and repair of rest-houses, *i.e.*, native houses set apart for the accommodation of travellers. In all these cases, then, labour is freely given for public services under their own authorities and for their own immediate advantage. Occasionally it happens that a Political Officer may have to apply to the Native Administration in order to obtain carriers for Government service and in such a case, though very rarely, the local Native Administration may have to use moral compulsion or even to go to the length of prosecuting a recalcitrant in the Native Court for disobedience to the orders of his own Native Authority. The punishment is a small fine or simple admonition by the elders of the community forming the Court.

During the year under review 282 persons were prosecuted in the Native Courts by the Native Administrations concerned for failing to obey their chiefs' order to turn out and assist in some form of labour ; in perhaps one-third of these cases the labour was required directly by Government through the chiefs.

20. Lastly, there are the Plantations, by far the largest employer of labour, for if Political Officers and Public Works employ a few hundred at a time, the Plantations Management employ from ten to twelve thousand. This management, created under the auspices of the Government, is charged with the maintenance of all ex-enemy private property, which here consists chiefly of the large cocoa estates around the base of the Cameroons Mountain.

The management employs permanent labour only, and has not the slightest difficulty in obtaining all the workers required without any recruiting organisation and without any direct help from the Provincial Administration. The attractions offered are : plenty of food, grown by the estate ; housing for the labourers, their wives and families ; religious facilities also provided by the estate ; freedom to leave at any time and to take a day's leave ; absence of disciplinary regulations and punishments. The pay is small, 6*d.* a day, paid monthly, but it must be added that the work is never arduous and, from the native point of view, there is not too much European supervision.

21. In the circumstances described above it is clear that no industrialism exists, there are no capitalists and practically no weekly manual wage-earners. The population consists of perfectly independent agriculturists, the women doing almost all the work, while a few young men at times like to earn cash wherewith to buy cloths or to pay their tax. There is no section of the native population compelled by necessity to earn wages. Hence there is no labour legislation, and the recom-

mendations of International Labour Conferences do not apply. There is no recruiting of labour for private enterprise either for work within or without the province, and no compulsory and disciplinary measures are authorised with respect to labour. Also no form of contract between employer and employed exists, except in the case of clerical employees.

#### IV.—ARMS TRAFFIC.

22. Arms traffic is practically non-existent and, therefore, calls for little comment. The desire of the native does not go beyond a flint-lock muzzle-loading gun (Dane gun), the possession of which enables him to protect his crops from being damaged by elephants, monkeys and wild pigs.

23. The importation of arms and ammunition into the Cameroons is controlled by Proclamation No. 15, dated the 27th December, 1917,, and no person is allowed to import arms and ammunition without the consent of the Resident.

24. The imports of arms and ammunition in 1921 and 1922 were as follows :—

	Arms.			Cartridges.		
	Revolvers.	Rifles.	Shotguns.	Revolver.	Rifle.	Shotgun.
1921 ... ..	15	9	14	362	2,000	8,025
1922 to 10.12.22	15	8	36	650	1,060	6,390

#### V.—LIQUOR AND DRUGS.

25. The liquor and drug question is not one of any great importance at the present time. There is no evidence of any alcoholism, so there has been no necessity to commence a campaign to point out the dangers arising from the excessive indulgence in the consumption of spirits. The native drink is palm wine, which has an intoxicating effect.

26. The importation, distribution, sale, disposal and possession of trade spirits and injurious spirits is prohibited under Proclamation No. 27, dated the 3rd July, 1920, and previous to that date, by Proclamation No. 15 of the 27th December, 1917. Whisky, brandy and rum may be imported into the Cameroons provided that the liquor has matured in wood for a period of not less than three years. Gin (of the well-known brands) from the United Kingdom is, at the present time, admitted without question, but gin imported from Holland must be accompanied by a sworn declaration showing that it is distilled from grain and is equal in quality to the gins usually imported from the United Kingdom. Spirits of a kind not usually imported, or spirits suspected of being immature, are detained pending enquiries.

27. The importations of alcoholic liquors for the years 1921 and 1922 were as under :—

	1921.	1922
	gallons.	to 10.12.22. gallons.
Brandy ... ..	44	36
Whisky ... ..	377	685
Rum ... ..	9	2
Gin ... ..	246	470
Other spirits ... ..	26	75
Beer ... ..	539	1,272
Stout ... ..	140	106
Wines ... ..	220	436
Vermuth ... ..	42	64

NOTE.—“ Other spirits ” means “ liqueurs,” &c.

The imports for 1921 cannot be considered quite accurate as, before the introduction of the Nigerian Tariff on November 1st, 1921, no record was kept or duty charged on imports from the French sphere. All the gin and whisky imported originated from Great Britain.

28. The import duties on liquor are as follows :—

- |  |       |
|--|-------|
|  | s. d. |
| 1. Ale, beer, cider, perry or porter containing not more than 10 per centum of alcohol ... the Imperial gallon   | 0 6   |
| “ Any such liquor containing more than 10 per centum of alcohol shall be charged as spirits.”  |       |
| 2. Spirits—  |       |
| (1) Brandy, whisky, rum, and gin not being spirits the importation of which is prohibited, for every Imperial gallon—  |       |
| (a) Of a degree of strength of 50 per centum ascertained by Tralles's alcoholometer ... ..   | 25 0  |
| (b) Of a degree of strength greater than 50 per centum ascertained by Tralles' alcoholometer ... ..  | 25 0  |
| Plus 6d. for each degree or part of a degree over 50.  |       |
| (c) Of a degree of strength less than 50 per centum ascertained by Tralles' alcoholometer ... ..   | 25 0  |
| Minus 4d. for each degree below 50 down to 42 degrees.   |       |
| (2) Liqueurs, and all potable spirits, liquid compounds, or any other compounds capable of being liquefied (and not being prohibited to be imported) containing spirits being sweetened or mixed with any article so that the degree cannot be ascertained by Tralles' alcoholometer, for every Imperial gallon ... .. | 25 0  |
| (3) Perfumed or medicated spirits (not being prohibited to be imported) for every Imperial gallon ... ..   | 35 0  |
| (4) Non-potable methylated and other non-potable spirits admitted to entry as such by the collector, the Imperial gallon... ..   | 0 3   |
| 3. Wines containing not more than 20 per centum of alcohol—  |       |
| (a) Still wines, including vermouth and ginger wine (the Imperial gallon) ... ..   | 2 6   |
| (b) Sparkling wines (the Imperial gallon)—   |       |
| “ Any such liquor containing more than 20 per centum of alcohol shall be charged duty as spirits.”   |       |

29. There are but seven retailers licensed to sell liquor in the **British Cameroons** and no partial licences. The fees for licences are as follows :—

- (a) Retail trade with, and retailing, of spirituous liquors of every kind in a place of business (full licence) : £15.
  - (b) Retailing and retail trade of wine, beer and the finer kinds of liquor in a place of business (partial licence) : £7 10s.
- These licences are issued under the German Regulation 560 of 30th September, 1910.

30. Up to the end of 1922 no Nigerian law relating to the importation of drugs and poisons had been applied to the Cameroons. Early in 1923, however, Proclamation No. 42 applied Part II of the Drugs and Poisons Ordinance, 1915, which allows the importation of opium, morphine, cocaine, heroin and similar drugs, only for the use of qualified medical practitioners, dentists, veterinary surgeons and licensed druggists. In practice, the only dangerous drugs imported are those obtained by Government Medical Officers from Lagos.

#### VI.—LIBERTY OF CONSCIENCE.

31. The principle of liberty of conscience and religion is one that may well be said to be inherent in British Administration and instinctive to its agents. The religious beliefs of the great majority of the population may be summed up under the term “animism,” although the influence of Christianity is gradually making itself felt. Except for a few pedlars and Fulani cattle owners there are no Muhammadans, and conversion to Islam is practically unknown.

32. In pre-war times there were three missionary agencies at work in what is now the Province of the Cameroons :—

The Basle Mission (Lutheran).  
 Two Roman Catholic Societies.  
 The German Baptist Mission.

Of these the first was the most important, and the activities of the Mission were widespread. As the great majority of the missionaries were Germans, their work came to an end in 1914, since when no society has come forward to carry on the work. Remains of the organisation still subsist, much broken up, but alive and even spreading under the impulse of ex-teachers or pupils of the Mission, each acting independently. The considerable property of the Mission all over the province is maintained in very fair repair by the local administration.

The two Roman Catholic Missions were also staffed by German priests, these have now been replaced by a French society in the north and an English one in the south. These Roman Catholic Societies have now the full use of almost all the properties of the German Societies.

The activities of the German Baptist Society lay almost entirely in what is now the French sphere; this society possessed but one property near Buea in the British Cameroons. In addition to the above, there is a very small native Baptist church in Victoria.



33. No obstacle of any kind is placed in the way of the expansion of missionary work, and the German system of spheres of influence assigned to the various missions has not been adhered to. No formalities of any kind are required in order to open a church, chapel or school, and native catechists are free to go where they like. Unless asked for, no control is exercised over Mission schools, and the teaching, whether secular or religious, can be given in any language. Though no religion is in any sense "established," all Christian missions meet with the active support of the local administration, and the native administrations may accord pecuniary or material help to those mission schools which are open to Government inspection.

34. The only constraint placed on the liberty of conscience arises from —

- (a) The prohibition of ritual killing of human beings, now probably extinct.
- (b) The repression of witchcraft and ordeal by poison.

The necessity of such constraint is obvious. Occasionally, too, it happens that Administrative Officers have to interfere to prevent brawls between Pagans and Christian converts. But such interference is directed solely to preserve liberty of conscience in the face of a hostile majority; such cases are, however, extremely rare, for the greatest tolerance prevails.

#### VII.—MILITARY AND POLICE.

35. The late Administration had no naval base in what is now the British sphere and no fixed permanent military centre or fortress, and the Mandatory Power has established none. In the interior the Germans were wont to build their military and civil stations in defensive positions with crenelated walls and towers against native attack; these positions have now either been abandoned or the "fortifications" razed from sanitary motives.

36. The Mandatory Power now maintains one double company of the Nigeria Regiment at the old German military station of Bamenda. This double company is detached from the 3rd Battalion of the regiment, whose headquarters are at Calabar, but the cost of the force, £18,700, falls on the Cameroons budget. The training of this detachment is similar in every respect to that of the regiment which supplies it.

37. The military detachment is under the immediate command of a captain, who takes his orders from the Officer Commanding his battalion at Calabar. The Battalion Commander is responsible to the Colonel-Commandant of the Nigeria Regiment at Kaduna, who, in his turn, is responsible to the Governor of Nigeria at Lagos. Except in a case of most urgent defensive necessity no use can be made of armed force without the direct authority of the Governor. In the period under review it has not been necessary to use these troops for the suppression of any civil disturbance.

38. In the Cameroons, as in Nigeria, recruiting for the Nigeria Regiment is entirely voluntary. Since the period of the British occupation a certain number of natives of the Cameroons have offered themselves for enlistment for service in either the Cameroons or Nigeria; the latest returns show that there are now 216 Cameroons natives in the Nigeria Regiment, of whom 38 are actually serving with the Double Company stationed at Bamenda and the remaining 178 with various units in different military stations in Nigeria.

39. In addition to this military force, there is a purely civil police force of 155 men under one British Police Commissioner. Again, this police force is in all respects similar to the Police Force of Nigeria, though chiefly recruited locally. Its cost, £8,705, falls on the Cameroons budget. No other armed forces are maintained or allowed within the British sphere.

#### VIII.—ECONOMIC EQUALITY.

40. The principle of economic equality laid down by Article 22 of the Treaty is no new one where British administration is concerned. It has been the principle in force in the adjoining colony of Nigeria ever since its foundation, and this principle has quite naturally been in force in the British sphere since civil administration began. No differentiation has been made as to the import of goods from ex-enemy countries since the Ratification of the Treaty of Peace, and the exclusion of subjects of these countries under Proclamation No. 22 expired in September, 1922. It may be added here that the British Cameroons benefits by the preferential import duty in the United Kingdom on cocoa and coffee grown "within the British Empire." The Customs Regulations and Tariff in force are those of Nigeria (Proclamation No. 32 of 1st November, 1921).

41. Goods passing in transit by sea or inland navigation are exempt from duty. Imported goods in transit otherwise pay duty at the port of entry, but if, at the point at which they pass to foreign territory, they are examined by an authorised officer and found to be intact, a refund of the original duty can be claimed at the port of entry. No refund of duty can, however, exceed the amount of duty paid in foreign territory, and no refund of duty is allowed on spirits.

42. The same principle of strict economic equality governs, or will govern, concessions, land tenure, mining rights and the fiscal regime, with the limited and provisional exception noted below.

43. As to concessions, land tenure, forestry and mining rights, these questions have not yet been determined, except as regards ex-enemy private property other than Mission property, and the need for their determination has not yet arisen. No demands for concessions or mining rights have as yet been made. Land tenure is governed by the "All-Highest decree" of 15th June, 1896, printed as Appendix II of the last report, and by native customary law; here again the question is not at present one of practical importance, for there is unlimited unoccupied land to meet the needs of the people.

44. Ex-enemy private property, other than Mission property, is governed by Proclamations No. 28 of 9th March, 1921, No. 29 of 21st July, 1921, and No. 38 of 10th October, 1922. The properties consist for the most part of cocoa estates which, with a few trading sites, have recently been put up to public auction in London. Most of them, however, failed to find buyers. Ex-enemy subjects or corporations are debarred from becoming purchasers either directly or indirectly for a period of three years dating from October 10th, 1922. The transfer of ex-enemy Mission property is governed by Article 438 of the Treaty.

45. The fiscal system of the Territory consists in :—

- (a) A capitation tax varying from 3/6 to 10/- on each African adult male ; exception being made of the old and infirm, scholars, policemen and members of the Government staff specially seconded for service in Cameroons.
- (b) A cattle tax of 1/- per head. In practice this tax is only levied on the Large Fulani cattle owners in the Bamenda Division.
- (c) Gun, liquor, traders' and game licences.

In none of the above does any question of nationality enter.

#### IX.—EDUCATION.

46. The subject of education is one of the greatest concern to the local administration and may be said to be limited in its expansion only by the lack of teachers. The population as a whole is clamorous for learning ; money is available, but qualified teachers, or even unqualified teachers possessed of character, are not forthcoming in numbers in any way commensurate with the demand.

47. From the inception of the British civil administration in 1916 up to the end of 1921, education was in the hands of the Political Officers. Teachers were most difficult to obtain and the supervision that could be exercised was inadequate. Since then the number of schools has been cut down, the teaching staff largely increased and an Inspector of Schools appointed.

48. All schools are elementary and fall under four categories :—

- (a) Government schools.
- (b) Native Administration schools.
- (c) Mission schools.
- (d) " Hedge " or unofficial native schools.

49. The table given shows the number of schools and scholars for the years 1917–1922 in Government schools :—

Year.						Number of Government schools.	Average attendance.	Teaching staff.
1917	...	...	...	...	...	6	279.2	11
1918	...	...	...	...	...	5	598.5	23
1919	...	...	...	...	...	10	614.4	19
1920	...	...	...	...	...	10	657.9	18
1921	...	...	...	...	...	7	465.3	18
1922	...	...	...	...	...	7	573.1	25

50. The general aim is to have one Government school in each of the four divisions of the province, fully staffed with certificated and capable teachers and fully equipped, to stand as a Model school for the Native Administration schools which are now being established.

No Regulations have as yet been drawn up, but those made under the Education Ordinance of the neighbouring Protectorate of Nigeria are followed as closely as circumstances permit. The first end in view is the formation of character; the second, the acquirement of the English language. Rather than create a small number of scholars, it is desired to influence as large a number of children as possible, equally distributed all over the province. The language presents comparatively little difficulty, for a knowledge of pidgin English is widespread, even in the remotest districts. In this country of innumerable languages and dialects, pidgin English has long been the *lingua franca*. To most of the Government schools hostels are attached where boarders find accommodation from Monday to Friday.

In Government and Native Administration schools the age of entry must not exceed 13 years and the attendance of girls is even more encouraged than that of boys. In this matter of sending their girls to school, a certain amount of reluctance is met with on the part of the parents, but it is of paramount importance to raise the status of women which, in the British Cameroons, appears to be singularly low. In view of the difficulties connected with this subject, the fact that 58 girls are already attending the Government schools promises well for the future.

51. In addition to the Government schools there are ten Native Administration schools with 843 pupils on their rolls, all opened since 1st April, 1922. These schools are financed by the Native Administrations, they follow the same curriculum as in the Government schools and are inspected in the same manner, but their staffs are not so well qualified as those of the Government schools. The buildings for these schools, as also houses for the teachers, are all provided by the people themselves, the Native Administrations meeting the cost of books and equipment and the teachers' salaries. There is likely to be a great extension of these schools in the near future to meet the urgent demand, and it is hoped that they will in due course come under the direct control of Mission Societies who are in a better position than the

administration to develop disciplined character with the aid of those moral sanctions without which all knowledge becomes harmful to the individual and a danger to the State.

52. There are at present but two organised Missions working in the province : (a) a French Roman Catholic Mission in Bamenda which arrived in January, 1921 ; and (b) an English Roman Catholic Mission in Victoria which only arrived in March, 1922. In addition there are the disorganised remains of the Basle and the German Baptist Missions referred to in para. 32. These organised Missions can scarcely yet be said to have begun to give education, other than religious instruction, but next year is likely to witness considerable developments.

53. A number of unauthorised schools of mushroom growth exist, known as "Hedge" schools. Most of them are the offspring of the former Basle Mission schools. They are not of a permanent nature, attendance is very variable and no statistics are kept. They teach little or nothing beyond congregational singing in the German or Duala language and will disappear as soon as Government, the Native Administrations and the Missions are in a position to give real educational facilities on an extended scale.

54. From the above description of the state of education it will be seen that the need for secondary or higher education has not yet arisen.

#### X.—PUBLIC HEALTH.

55. The Cameroons Province is at present divided into four Medical Areas, which correspond roughly with the natural features of the country :—(1) The sea-coast of Victoria and the Plantations in the neighbourhood ; (2) the Hill-station of Buea with Kumba ; (3) the river-plain of the Cross River (Mamfe Division) ; (4) the table-land area of Bamenda. Medical officers are stationed when available at Bamenda, Mamfe, Buea and Victoria, with a native dispenser attached to each station. It may be said that each of these areas has its localised diseases and sanitary problems. These are but slightly affected by the ex-German hospital and sanitary arrangements, as the areas which have to be served by the stations are very extensive, and the bulk of the people not advanced in question of public health. The natural advantages of the country in being for the most part of a mountainous nature with a relatively low temperature and good natural drainage and water-supply counteract many of the evils which would otherwise flourish.

56. In the forest area the soil is mainly clay and natural drainage poor ; there is no attempt among the natives to instal any system of soil-disposal other than shallow pits scratched in the jungle close to the village and with no regard to the source of drinking-water, which is generally the nearest stream. It is understood that the "street-system" of villages throughout this area was the invention of the Germans for political reasons. A description of a typical village may be of service : a wide road, beaten flat by constant traffic, along

which the town extends on either side with as few breaks as possible, to avoid separate walls and roofs in construction of the houses ; the length of this street is limited only by the number of inhabitants and forms a tunnel along which ventilation is only possible in the line of the street ; the houses, low and dark, built flimsily of wattle and daub with poorly thatched roofs ; lighted and ventilated as a rule only by a low door at front and back ; no shade along the road, which may run for three miles through a village of this type ; no trenching in front, of or behind the houses and clearing of bush behind, so that all refuse and night-soil is deposited a few yards from the dwelling. Cultivation is as a rule some distance from the village, so that the village does not obtain the benefit of cleared and clean ground around it. Throughout the area, a common source of income appears to be pig-breeding, these animals being neither fed nor penned and drawing their food from jungle-weeds and village garbage with free access to either.

The staple food of the people is the bulb of the "coco-yam" arum lily, which is a bulky and perishable article of small nutritive value. It is, however, fairly easy of cultivation, though there appear to be large areas where the true yam as well as maize could be grown. Around the food question revolves the vital and vicious circle of infant mortality. This depends on the well-being of the expectant mother, whose status appears to be low in the Cameroons, where all the manual labour of the farm and the house falls to her share. The people themselves are most anxious to seek treatment for their children, who come to the local dispensary in large numbers for medicine, and every case serves as a text for impressing the value of simple measures in feeding and cleanliness, which the parents appreciate. On the other hand, the great majority of the people appear to be chronically underfed, and the women overworked while young and neglected when old ; the staple diet is inadequate for young children and the sick, who fall an easy prey to such complaints as ulcer, skin diseases and intestinal parasites.

57. In Bamenda the country possesses great assets in being well drained, with a temperate climate, and in possessing good food supplies. Large quantities of potatoes introduced by the Germans are grown by the natives for their own consumption. The hilly nature of the division has prevented the collection of villages along the main roads, and the settlements are farms placed where best suited for tillage. The water supply is abundant and fairly free from contamination, being from mountain streams ; and the general type of native sturdy and markedly free from the chronic ailments that are seen in the forest area drained by the Cross River.

58. The system of plantations around Victoria has hitherto employed large numbers of natives (11,000 in August, 1922). These men and boys receive free medical treatment in hospitals, of which there is one on every plantation, with native dressers and attendants under the supervision of the medical officer. There have been no widespread epidemics and a remarkable absence of diseases attributable to the nature of the work. Serious cases can be transferred to hospitals

at Buea or Victoria directly under the supervision of the Medical Officer.

59. Throughout the Cameroons the people have willingly submitted to vaccination and to medical instructions regarding isolation and treatment of infectious cases. A large number of cases of acute broncho-pneumonia occurs at "the change of season" from the dry to the wet, and vice versa; the natives themselves attribute this to the effects of the influenza epidemic of 1918. It is probable that the infection of that epidemic will linger for some time, especially in the areas of overcrowding and heaviest rainfall. It is hoped to establish small dressing-stations, of the nature of "Aid-Posts," under the direction of the Medical Officers and staffed by natives, sufficiently trained to use simple remedies, who will advise the local inhabitants in sanitary measures. With improved communications it will assuredly be found that not only will the people be able to seek medical advice more freely, but that the freer exchange of commodities will raise the standard of living and increase the food supply, with improvement of the health of children. The fact that the birth-rate is low does not appear to be due to venereal disease, few cases of which are seen except in the stations, where they appear to be imported and do not go with a system of professional prostitution. Promiscuous relations seem generally due to the inability of the man to pay the dower asked for a girl, who may thereupon decide to live with her "friend" for a period, depending on his whim or means. As such union gives her no claim on the children, the discarded woman has to find another refuge, having no independent means. The practice of holding the children of a marriage in bond to the woman's parent until the whole dower is paid has also an adverse effect on the increase of families; and as the man in a position to afford several wives is usually elderly, there are few children in proportion born to him, with the added disadvantage that the offspring of the young and healthy women of a village may be nearly related by blood.

60. Throughout the Cameroons the natives avail themselves willingly of medical advice and treatment, and appreciate the superiority of European methods to their own, though, as elsewhere, they often delay coming to hospital until their own methods have proved unavailing, and are disappointed that the white man's cure is not more swift and spectacular. For this reason the majority of patients who are willing to undergo prolonged treatment in Government hospitals are surgical rather than medical cases.

However, there is a general absence of religious prejudice, and no cases have been seen where European treatment was objected to; and with the disappearance of distrust of the Administration, the chiefs welcome the visits of a Medical Officer, bringing in cases for advice and treatment and co-operating in public health measures.

A report from the Director of Medical and Sanitary Services is annexed giving such information as is available in regard to the incidence of certain tropical diseases. As in the Protectorate of Nigeria,

there is no organisation for the collection of vital statistics, and no figures are available to show the birth and death-rates and the rate of infant mortality.

## XI.—LAND TENURE.

61. The regularisation of land tenure awaits the application to the Cameroons of Nigerian Law on this subject. The matter is not at present one of any urgency. Except in the far south of the territory, the impact of foreign influence and ideas has not been felt, and the very many differing tribes or clans know their own boundaries, each village holding the land communally. Land disputes occur; in the north they are usually questions of suzerainty; in the centre they are more often connected with the ownership of oil palm groves or even individual trees. These disputes are in practice settled executively by the District Officer after going into the history of the case and starting from before German times. In important cases the decision is referred to the Resident for confirmation. Thus over 95 per cent. of the total area of the province communal tenure is the rule, alienation of land is not known, and there are no non-natives present to complicate the situation. The German system in the far south, around the base of the Cameroons Mountain, was described in Part XVI of the last report, and no modifications have as yet been introduced nor have any measures for the registration of landed property been adopted. The German Land Laws will shortly be superseded, and it is proposed to deal with land in the Mandated Territory in precisely the same manner as in the Southern Provinces of Nigeria, where the interests of the native population are carefully guarded with a view to the prevention of exploitation. Further details on this subject are contained in the special article of Land Tenure which forms an annexure to this report.

62. The Forest Law is contained in the Proclamation dated 20th December, 1917. Commercial exploitation of the forests at present consists solely in the cutting down by natives of a few cam-wood trees in the Mamfe Division for sale as a cosmetic—a purely local and native trade.

## XII.—MORAL, SOCIAL AND MATERIAL WELFARE.

63. The main work of the calendar year under review, that which has absorbed the energies of most of the British administration staff, has been the investigation of the data upon which the system of Native Administration or Indirect Rule may in time be firmly established. The policy of Native Administration has been definitely laid down by the Secretary of State and has consequently been the ideal to which the efforts of the British staff have been directed since the beginning of the year.

64. This policy is based on the belief that it is the one best adapted to ensure the moral and material welfare of the people of the country and their social progress by permitting development on their own



racial lines, and entrusting them with the fullest possible measure of self-government compatible with the maintenance of law and order among the widely divergent elements making up the population. It provides also for the recognition of native organisations, political, judicial, social and religious, composed entirely of the chiefs, elders, and people themselves, in which each individual finds an outlet for his aspirations and, it is to be hoped, a means for his self-training. Such a system in practice necessarily entails at its inception a crudeness in the details of administration, even to the extent of a certain mal-administration of justice. It does not facilitate the rapid economic and material development of the country in the interests of the Mandatory Power and contains a certain amount of make-believe and unseemliness which is repugnant to the matter-of-fact European.

65. This policy was applied from the beginning of the administration of Northern Nigeria, and in the twenty-two years that have now elapsed it has fully justified itself in the loyalty of the great Emirs of Nigeria during the late war and the contentment of the people. Conditions in the Cameroons are, however, so entirely different that it remains to be seen whether the policy inaugurated this year can be successful or not, though present indications point entirely to its success within the next few years.

66. The Germans, by their administrative policy, had in many cases done their best for some ten years to break down all tribal machinery of a useful nature. Indigenous organisation amongst the more uncivilised tribes was not enquired into, or, if it was, there is evidence to show that in many cases it was ignored and not utilised. Village and hamlet heads more often than not were directly responsible to the German Political Officers for the villages they were made to represent, and villages were often bodily transplanted from the sites they originally occupied to a position selected for them by the Germans on some main road. In other cases in tribes where the clan system was strongly developed, and where the clan chief was sufficiently powerful to offer an organised and well-planned resistance to the German soldiery, after the submission of the chief, his country was split up and his villages and hamlets were placed under village headmen to whom they owed no allegiance. As a result of this action it is in some cases most difficult to extract information concerning ancient tribal machinery, particularly where fetish and cannibalism played an important part. For malpractices connected with ju-ju the natives have in the past been heavily punished by patrols and other means; in consequence they are now in some cases suspicious when subjected to a detailed enquiry as to their ancient customs. And it is these customs of the past, the ancient form of political organisation, the jurisdiction and powers of chiefs or councils, the genealogies of the founders of the clan, which must be elucidated before a stable form of native administration can be reconstructed.

67. Thus the inauguration of Native Administration on the lines indicated involves the resuscitation of the indigenous form of govern-

ment, the consolidation of tribal units, the selection of the rightful tribal or clan chief, his installation with appropriate ceremonial, or, in other cases, the re-establishment of the clan council, together with the definition of the jurisdiction and powers of the chief or council and their responsibility to the Divisional Officer; the latter then acts as the adviser of such chiefs or councils, educating and controlling them, keeping his finger on the pulses of native life and guiding the people, through their own channels, into the paths of progress so that they may be in a better position to resist the process of denationalisation and demoralisation which inevitably sets in when an unorganised native society is brought into close contact with the modern world. This system of indirect administration, even where no outward semblance of a native system of government can at the present moment be discerned, is no mere theory, but is the successful practice over the greater part of Nigeria, whether amongst organised Muhammadan communities or amongst primitive pagan tribes.

68. Necessary adjuncts to any system of local administration are a certain control over justice, finance, and education, and this is provided for and is in process of realisation.

69. Before the coming of the European in many parts of the country the judicial system was highly developed. In the Fontem area of the present Mamfe Division, for instance, each village had its meeting house where disputes were settled by the Village Head assisted by the Nchuti and two or three Bakum (plural of Nkem) selected from the leading members of the community and given their titles by the Clan Chief. If a litigant was not satisfied with the finding of the Council presided over by the Village Head, he would go to the Clan Chief, who would, if he considered it necessary, re-try the case in the presence of the Village Head. In this case the council of the Clan Chief acted as a Court of Appeal. The meeting houses where cases were tried still exist. The internal dimensions of one such are 42 feet by 45 and a height of 25 feet. The walls and ceiling are completely panelled with bamboos, special recesses are provided to seat the Village Heads, and the building is covered by a dome-shaped roof. The building will easily accommodate over 300 people.

In the particular case of the Fontem area there was another meeting house for women only. Here the head woman of the town presided; she bore the title of Mafaw, and all disputes amongst the women, whom she ruled with a rod of iron, were decided by her. The Mafaw always carried a horsetail with a highly decorated handle of beads.

70. On the arrival of the Germans they appear to have made no use of the indigenous machinery of justice but to have destroyed it as far as was possible. For the native system they substituted direct appeal to the Administration itself, thus nullifying the powers of the chiefs and elders, destroying the native system of government and setting up in its place the direct rule of individual Europeans, perforce ignorant of the local languages, unversed in native law and custom, and all too few in numbers to cope with the work, though enough to break down the native system and to dishearten the true elders amongst the people.

71. Under the Proclamation dated 10th June, 1916, which brought the Native Courts Ordinance of Nigeria into force, there has now been substituted a system of true Native Courts, 23 in number, staffed entirely by Chiefs and Village Heads with a native clerk of the Court to keep the records. These Courts administer native law and custom purged of such punishments as are incompatible with Western notions of what is humane. They are of different grades with varying powers ; each is established by warrant. These Courts hear and determine practically all civil cases and 90 per cent. of all criminal cases. They have their own staffs of native uniformed messengers who carry summons to the Village Head concerned ; the latter effects the delivery of the summons or the arrest of the individual. Every case is recorded and sent monthly through the Divisional Officer to the Resident for review. There is no direct appeal from the Native Court, but any person dissatisfied with a judgment can petition the Divisional Officer to rehear the case.

By this means a high degree of order is maintained by the people themselves and every individual can have his claims adjusted by his peers and within easy distance of his home.

72. The system of Native Treasuries ensures that a certain proportion of the revenue shall be spent within the area from which it is derived for the direct benefit of those who contributed that revenue. It is also the beginning of an education in public finance.

Since 1st April, 1922, there has been set up in each of the four divisions of the Cameroons Province a Native Treasury, at present, and for some time to come, under the direct control of the Divisional Officer. These Native Treasuries derive their funds from the Fees and Fines of the Native Courts and, at present, one-third of the proceeds of the Capitation Tax levied within the Division. From these revenues are paid the salaries of District and Village Heads, of the Presidents and members of the Native Courts, the schoolmasters and all other employees of the Native Administrations. Out of a total of 702 officials, 608 are natives of the Cameroons, almost all of whom are paid by the Native Administrations. In addition the Native Treasuries find the money for the maintenance of all Native Court prisoners in the Government gaols, as also for all public works other than motor roads and purely Government buildings. In this expenditure the people are directly concerned ; in varying degrees they are entrusted with public moneys, and at no distant date they will be entrusted with the framing of the budget and the custody of the funds, even as is the case to-day in the more advanced Northern Provinces of the adjoining territory of the Mandatory Power.

73. The other principal plank in the platform of Native Administration is that of Education, which is referred to in paragraph 46. In this, great developments may be expected in the near future, when not only the funds but also the staff will be provided by the people themselves. They already provide the funds and the driving power, but qualified teachers are as yet lacking from amongst the natives of the country.

74. In the way above described the Mandatory Power provides for the promotion to the utmost of the moral well-being and the social progress of the inhabitants of the Mandated Territory.

### XIII.—PUBLIC FINANCES.

75. The budget of the province is separate from that of Nigeria. The estimates are prepared yearly by the Lieutenant-Governor of the Southern Provinces, who submits them to the Governor of Nigeria; they are not operative until they have received the final approval of the Secretary of State. As the revenue of the province does not balance the expenditure, Nigeria makes a grant-in-aid which in this financial year, that is, 1st April, 1922, to 31st March, 1923, amounts to £79,000. The total amount of these grants from 1st April, 1916, to 31st March, 1923, is estimated at £230,621.

76. The general schedule of receipts and expenditure for the current year as shown in the approved printed Estimates is given below :—

REVENUE.				EXPENDITURE.			
			£				£
1. Licences and Internal Revenue ... ..			2,680	1. Pensions ... ..			6,405
2. Fees of Court of office ...			11,884	2. Political and Administrative			22,634
3. Customs ... ..			13,950	3. Treasury ... ..			355
4. Posts and Telegraphs ...			1,217	4. Posts and Telegraphs—			
5. Marine ... ..			370	Recurrent ... ..			8,518
6. Rent of Government property ... ..			280	Special ... ..			5,450
7. Direct taxes ... ..			16,100	5. Civil Police ... ..			8,705
8. Miscellaneous ... ..			400	6. Prisons ... ..			3,842
Subsidy from Nigerian funds ... ..			79,000	7. Agriculture ... ..			1,000
				8. Medical ... ..			12,763
				9. Education ... ..			3,848
				10. Customs ... ..			2,473
				11. Marine—			
				Recurrent ... ..			7,310
				Special ... ..			448
				12. W.A.F.F.... ..			18,703
				13. Miscellaneous ... ..			3,391
				14. P.W.D. ... ..			4,689
				15. P.W.D. Recurrent ...			4,050
				16. P.W.D. Extraordinary ...			11,300
			<hr/>				<hr/>
			125,881				125,881

REVENUE BROUGHT TO ACCOUNT.				EXPENDITURE BROUGHT TO ACCOUNT.			
			£				£
1916 ... ..			14,646	1916 ... ..			16,246
1917 ... ..			49,454	1917 ... ..			62,487
1918 ... ..			39,092	1918... ..			60,945
1919 ... ..			46,142	1919 ... ..			59,892
1920 ... ..			57,832	1920 ... ..			70,128
Jan.—March, 1921 ... ..			6,102	Jan.—March, 1921 ... ..			22,691
1921–22 ... ..			51,575	1921–22 ... ..			102,205

77. In addition to the estimated revenue accruing to the Government Treasury, a further sum of £13,973 is estimated for as accruing to the

Native Administration (*see* Section XII). Thus the total revenue amounts to £60,854, of which £24,060 or 40 per cent. is contributed by the Capitation Tax and 23 per cent. by Customs as against 32 per cent. and 53 per cent., respectively, in 1914.

78. The method of assessment and collection of the capitation tax is as follows: A unit, which may be a tribal area consisting of several clans with affinities, or a district under a chief, is selected. Each hamlet or village is visited by the Political Officer, and a careful census is made with the aid of the District Head or Clan Chief and the Hamlet Head. On all occasions the education of the Native Administration officials is considered a matter of the greatest importance. Detailed records are compiled giving the name of each taxpayer, the number of his wives and children, his trade or occupation, his religion and degree of education, and his livestock. The permanently disabled and the infirm due to old age are also noted and are excused taxation.

79. The sylvan wealth of the district is carefully studied. The degree of skill attained in agriculture, the fertility of the soil, and the area under cultivation are all subjects for investigation. The Political Officer, being in possession of these facts, is then in a position to gauge the general wealth of the community, and is competent to criticise the capitation tax imposed under the German regime. In most cases this was found to be between three and six per cent. of the annual earnings of the taxpayer. Owing to trade depression and the gradual decrease in the value of the silver mark, the rate of tax imposed since the British occupation has only on a few occasions been increased. The Cameroons native, therefore, cannot be said to be overburdened with taxation with a tax which does not exceed an income tax of 1s. 6d. in the £.

80. The Assessing Officer's report is then forwarded to the Resident for his comments. Copies are also forwarded to the Secretary for Native Affairs and the Lieutenant-Governor for the latter's approval. It will be seen, therefore, that only after the closest scrutiny do the proposals of the Assessing Officer come into force.

81. The actual collection of the tax is in the hands of the people's natural representatives, the Clan Chiefs and Village Heads, who are informed by the Divisional Officer of the amount of tax which each taxpayer in their respective areas has to pay. The chiefs then collect the tax from the people, each individual taxpayer being given a receipt, which takes the form of a metal disc with the amount and year stamped thereon. The tax is then brought in to Divisional Headquarters by the chiefs, who obtain a receipt from the local Treasury. Of the amount brought in each Village Head receives ten per cent. as his salary for the year. The Clan Chiefs are on fixed stipends. The tax, throughout the province, is paid with the minimum of trouble and delay.

## XIV.—DEMOGRAPHIC STATISTICS.

82. Until the assessment of the whole province is completed, as described in para. 78, it is impossible to give census figures with any pretension to statistical accuracy. The following are, however, the latest figures for each of the four divisions :—

Division.	Total Population.	European officials.	European non-officials, males.	European females.
Kumba ... ..	55,744	4	6	—
Bamenda ... ..	156,918	11	4	—
Mamfe ... ..	57,236	3	—	—
Victoria ... ..	32,627	18	31	8
Total ... ..	302,525	36	41	8

83. Amongst the pagan population polygamy is the rule, but with the exception of a few big chiefs it is on a moderate scale. No registration of births, deaths or marriages has as yet been established, nor is control exercised over emigration and immigration. As a whole, the male population is sedentary, only moving on short trading expeditions or to work on the Plantations. There is no emigration and but little immigration.

## XV.—POLITICAL SITUATION.

84. The political situation may with truth be said to be entirely satisfactory. No factious elements exist, the people throughout the territory are law-abiding, and there is very little serious crime even amongst themselves and certainly none as against the Administration. Even protests against assessment are almost unknown, and to wear the current year's metal tax receipt is a sign of respectability. This being the situation, the need for the use of lawful force, either armed or even merely physical, has not arisen throughout the year under review.

85. The boundary of the British sphere of the Cameroons has not yet been delimited on the ground.

86. A matter of geographical interest that should be mentioned is the eruption of the Cameroons mountain, the first since 1909. The eruption began near the top of the mountain on February 3rd, but only continued active for a few days. On February 21st another eruption took place overlooking Bibundi on the western slopes of the mountain at an altitude of about 4,150 feet. From this point the eruption has continued throughout the year, the lava stream now flowing out into the sea. Considerable damage to property has resulted but no lives have been lost. Seismic disturbances were experienced in February and during the latter part of October and beginning of November.

87. In the preparation of this report I have considered it convenient, apart from the few general paragraphs, to deal with the points raised in the heads indicated in the Questionnaire prepared by the Permanent Mandates Commission of the League of Nations without dealing specifically with each sub-head by way of question and answer. For the information which it contains I am principally indebted to Major Ruxton, who has been in charge of the Cameroons Province as Resident during the whole of 1922, and to the late Mr. Cadman and Mr. Hunt, whose names Major Ruxton has brought specifically to my notice.

H. C. MOORHOUSE,  
Lieutenant-Governor,  
Southern Provinces.

## ANNEXURE I.

### REPORT ON PUBLIC HEALTH IN THE CAMEROONS PROVINCE FOR 1922.

*Sleeping Sickness.*—Only one case was reported during the year, although in many places tsetse flies are numerous. It would seem their percentage of infectivity is low.

*Tuberculosis.*—The number of reported cases is small; this disease is not a serious factor in the death-rate at present.

*Ankylostomiasis.*—This disease is very prevalent, except in northern portion of Cameroons. It is probably an indirect cause of many of the deaths.

*Malaria.*—This disease is most prevalent in the low-lying portions of the country, Bamenda and Buea being comparatively free from this disease.

*Plague.*—No cases reported.

*Filariasis.*—Confined to the low lands, where the Chrysops are numerous, but the people seldom apply for treatment for this disease.

*Leprosy.*—A certain number of cases occur, but the natives, who have very little fear of the disease, practise a certain amount of segregation. This disease is not on the increase.

*Smallpox.*—The southern portion of the country escaped any epidemics of this disease, but both Bamenda and Mamfe districts suffered to a small extent by outbreaks.

*Syphilis.*—Is a fairly common disease, but as the natives get educated to the benefit derived from up-to-date treatment, they will come in larger numbers.

H. B. S. MONTGOMERY,  
Ag. Director, Med. and San. Service.

## ANNEXURE II.

## MEMORANDUM.

No. L.2/1923.

20th February, 1923.

## LAND TENURE IN SOUTHERN PROVINCES.

Land tenure amongst the tribes of the Southern Provinces of Nigeria is of a communal nature. Land with all trees standing upon it is vested in the head of the community in trust for his people. There is no private ownership and land cannot be sold or leased by a private individual in consideration of a rent. But each member of the community is entitled to the use of sufficient land to provide for himself and his family. The allocation of land is effected by the head through various delegates such as "Bales" and heads of families. The occupier has with his family an inalienable right of user, subject to good behaviour and the fulfilment of certain obligations.

## GOVERNMENT POLICY.

2. The policy of the Government was thus expressed by Sir Frederick Lugard in para. 31 of his memorandum on lands :—

"The Government has shown no desire to interfere with the existing land tenure and its natural evolution in the Southern Provinces, but insists that no person who is not a native of Nigeria shall acquire any interest in land without the Governor's approval.

\* \* \* \* \*

"The attempt to form communal plantations of rubber under Government auspices has not been a marked success in the Southern Provinces. . . . I am inclined to think that it is more advantageous to promote individual initiative and ownership in the crop.

\* \* \* \* \*

"It seems preferable that the natural evolution of land tenure should not be arbitrarily interfered with, either on the one hand by introducing foreign principles and theories not understood by the people, or on the other hand by arresting progress in evolution by stereotyping by legislation primitive systems which are in a transitional state. Each advance should be duly sanctioned by native law and custom and prompted by the necessities of changing circumstances."

## NATIVE LANDS ACQUISITION ORDINANCE, 1917.

3. A control over the acquisition of rights in Protectorate land by aliens is effected by the Native Lands Acquisition Ordinance, 1917, sections 3 and 4 of which read as follows :—



“ 3. (a) No alien shall acquire any interest or right in or over any lands within the Protectorate from a native except under an instrument which has received the approval in writing of the Governor.

(b) Any instrument which has not received the approval of the Governor as required by this section shall be null and void.

4. It shall be unlawful for any alien or for any person claiming under an alien to occupy any land belonging to a native, unless the right of the alien to occupy or authorise the occupation of the land—

(a) is evidenced by an instrument which has received the approval of the Governor in writing ; or

(b) was acquired, if the land is situate in that part of the Southern Provinces which in the year 1900 was included in the Protectorate of Southern Nigeria before the 1st day of January, 1900, and in the case of lands situate elsewhere in the Southern Provinces, before the 30th day of March, 1908 ; or

(c) is authorised by or under any Ordinance.”

An alien is defined as any person who is not a native of Nigeria.

An instrument means any document in writing affecting land, and includes a will.

#### REGULATIONS.

4. The Regulations under this Ordinance provide for leasing of land for a term of years :—

(a) In consideration of a sum of money ;

(b) In consideration of a rent ; or

(c) By weekly, monthly or quarterly tenancy.

The Governor has power to refuse to approve of a lease under the Ordinance unless it contains such conditions as he may think desirable in the interest of the grantees or of the community.

The above Ordinance does not apply to the Colony.

#### CROWN LANDS ORDINANCE, 1918.

5. Titles to Crown lands are issued in the form of leases, the conditions of which are governed by the purposes for which the land is required. The Crown Lands Ordinance, 1918, and the Regulations thereunder provide for the issue of four types of leases, agricultural, building, railway site, and native occupation leases. Rents for Crown leases are revisable. The maximum terms are usually 45 years for agricultural leases, 60 years for building leases and 21 years for railway site leases. Leases to natives of Nigeria may be granted for any term or for an indefinite period.

### EXTENT OF CROWN LAND.

6. Crown land is limited in extent, and apart from certain areas in the Colony, consists only of lands acquired by purchase or held under lease in the Protectorate.

### LAND REGISTRATION ORDINANCE, 1915.

7. Under the Land Registration Ordinance, 1915, the registration of instruments affecting land is now generally compulsory, and section 22 provides that—

“Every Crown grant executed after the commencement of this Ordinance, and every instrument affecting land the subject of a crown grant or whereby land is granted by a native to a non-native executed after the commencement of this Ordinance shall be void, unless the same is registered within sixty days from the date thereof ; Provided that the Registrar may extend such period of sixty days to six months in the case of an instrument executed in Nigeria and to twelve months in the case of an instrument executed elsewhere, whenever he shall be satisfied that registration has been delayed without default or neglect on the part of the person acquiring the right or interest in the lands in question.”

A Crown grant includes every grant, conveyance, lease or mortgage by or on behalf of His Majesty or of the Government.

### LAND DISPUTES.

8. Section 20 of the Supreme Court Ordinance, 1914, and section 10 of the Provincial Courts Ordinance, 1914, show that it is the intention of the Government that land disputes between natives of Nigeria shall be decided by native law and custom. Disputes regarding titles granted under the Crown Lands Ordinance, 1918, or the Native Lands Acquisition Ordinance, 1917, are heard by the Supreme Court. Section 11 of the Land Registration Ordinance, 1915, provides that any party to any proceedings in which judgment has or may hereafter be given affecting land in Nigeria may cause a memorial thereof to be registered, and section 12 provides that such judgment shall not be void by reason of non-registration.

9. Disputes as to tribal or communal boundaries are settled by the Resident of the province, or if the communities belong to different provinces by a joint enquiry by the two Residents, subject to the decision of the Lieutenant-Governor and final appeal to the Governor.

### ACQUISITION OF LAND FOR PUBLIC PURPOSES.

10. The Government may appropriate any land required for a public purpose on payment of compensation for the land and its improvements. The procedure is laid down in the Public Lands Acquisition Ordinance, 1917, and Government may take possession six weeks after the notice has been published, gazetted, and served upon the owner or occupier

of the land. Disputes as to title or compensation payable are settled by the Supreme Court and a certificate of title is granted to the Government when all claims have been settled and certain other formalities complied with.

#### MINING.

11. By section 3 of the Minerals Ordinance, 1916, the entire property in and control of all minerals and mineral oils in, under or upon any lands in Nigeria and of all rivers, streams, and watercourses throughout Nigeria is vested in the Crown save in so far as such rights may in any case have been limited by any express grant made before the commencement of the Ordinance. Section 4 provides that the Ordinance shall not prevent natives of Nigeria from taking iron, salt, soda or potash from lands (other than lands within the area of a mining lease or mining right) from which it has been their custom to take them.

Holders of prospecting rights and exclusive prospecting licences must pay compensation to the owners or occupiers of land prospected upon for any disturbance of their rights or for any damage done to the surface of the land. Holders of mining leases have such surface rights as are necessary and must pay surface rent at a rate determined by the Governor. They must also pay compensation for disturbance or damage in the same way as holders of prospecting rights and exclusive prospecting licences.

#### FORESTRY.

12. The preservation of forests is effected :—

(a) By the creation of Forest Reserves, which are under the control of the Government.

(b) By the prohibition or regulation of the exploitation of forest produce on unreserved areas.

(a) Section 4 of the Forestry Ordinance, 1916, provides that the Governor may constitute as Forest Reserves :—

(i) Lands at the disposal of the Government.

(ii) Lands acquired by agreement.

(iii) Lands over which the Governor has acquired by agreement the right to take forest produce.

(iv) Lands in respect of which it appears to the Governor in Council on the advice of the Director of Forests that the destruction of forests is diminishing or likely to diminish the water supply and injuring the agricultural conditions of neighbouring lands or imperilling the continuous supply of forest produce to the village communities contiguous to such lands.

The rights of Native Communities over forest lands and produce are recognised by section 19 of the ordinance and section 17 provides for the payment to them of royalties for produce taken from a Reserve compulsorily acquired under section 4 (iv) above.

(b) On unreserved lands timber may only be taken under licence, and the size, quantity and manner of taking are regulated. These licences are granted in the name of the community claiming ownership and are endorsed with the approval of the Governor. They are ordinarily for a period of 5 years, renewable, with the consent of the Governor, for a further 5 years, and no licence may be granted for an area exceeding 100 square miles, except with the approval of the Secretary of State.

F. E. KNAPP,  
*Acting Commissioner of Lands.*

## APPENDICES.

### PROCLAMATION.

L.S.

C. L. TEMPLE,  
*Governor's Deputy.*

By HIS HONOUR, CHARLES LINDSAY TEMPLE,  
ESQUIRE, Companion of the Most Distinguished  
Order of Saint Michael and Saint George, the  
Governor's Deputy for the Colony and Protectorate  
of Nigeria, and Administrator's Deputy of those  
parts of the Cameroons in occupation by the British  
Forces, &c., &c.

WHEREAS it is expedient that certain of the laws in force in Nigeria should be applied to those parts of the Cameroons in occupation by the British Forces ;

NOW, THEREFORE, it is hereby proclaimed and ordered that within those parts of the Cameroons which as from and after the 1st day of April, 1916, are being administered as territory in occupation by the British Forces, the following laws shall be in force, so far as local circumstances permit, and subject to any existing or future Ordinances of Nigeria ; and, for the purpose of facilitating the application of the said laws, it shall be lawful to construe the same with such verbal alterations, not affecting the substance, as may be necessary to render the same applicable, and every public officer within the said territory having or exercising functions of the like kind or analogous to the functions of any public officer referred to in any such law shall be deemed to be within the meaning of the enactments thereof relating to such last-mentioned officer :—

1. The Native Courts Ordinance, 1914.
2. The Native Authority Ordinance, 1916.
3. Regulation No. 3 of 1916, made under section 2 of the Aliens Restriction Ordinance, 1914.

Dated at Lagos, this 10th day of June, 1916.

By His Honour's Command,

D. C. CAMERON,  
*Central Secretary.*

### PROCLAMATION No. 15.

L.S.

WHEREAS, I, SIR FREDERICK JOHN DEALTRY LUGARD, am empowered by a Commission signed by His Majesty, dated the 23rd day of March, 1916, to administer such parts of the Cameroons as may from time to time be occupied by British Forces.

AND WHEREAS it is expedient to prohibit the importation and sale of trade spirits and the manufacture of native liquor from the oil palm and the sale or possession of such liquor, and the importation of arms, it is hereby proclaimed as follows :—

1. No person shall import any trade spirits or, except as hereinafter provided, sell or supply trade spirits to any person.

Penalty a fine of one hundred pounds and the forfeiture of the spirits.

2. Any person who, on the date of the publication of this Proclamation, has in his possession or under his control any trade spirits shall within fourteen days of such date notify the Resident of the quantity of such spirits and the place at which the same is stored, and in such case the Resident may authorise such person to dispose of such spirits subject to such conditions and within such time as the Resident may specify.

3. No person shall, without the consent of the Resident first obtained import any arms or ammunition.

Penalty a fine of one hundred pounds and the forfeiture of the arms and ammunition.

4. No person shall—

(a) For the purpose of manufacturing liquor fell, or tap any oil palm.

(b) Manufacture, sell or otherwise dispose of, or be in possession of, liquor manufactured from the oil palm.

Penalty a fine of fifty pounds or imprisonment for six months or both.

5. In this Proclamation the term "Trade Spirits" has the meaning assigned to that term by the Liquor Ordinance, 1917, of the Colony and Protectorate of Nigeria, and the terms "Arms" and "Ammunition" have the meanings assigned to those terms by the Arms Ordinance, 1917, of the said Colony and Protectorate.

Dated this 27th day of December, 1917.

F. D. LUGARD.

#### PROCLAMATION No. 22.

WHEREAS SIR HUGH CHARLES CLIFFORD, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the Colony and Protectorate of Nigeria, is empowered by a Commission signed by His Majesty, dated the 23rd day of March, 1916, to administer such parts of the Cameroons as may from time to time be occupied by British Forces :

AND WHEREAS the said SIR HUGH CHARLES CLIFFORD is absent from the seat of government :

AND WHEREAS the said SIR HUGH CHARLES CLIFFORD has appointed me, ALEXANDER GEORGE BOYLE, Companion of the Most Distinguished Order of Saint Michael and Saint George, Commander of the Most Excellent Order of the British Empire, to be his Deputy during such absence as aforesaid :

NOW THEREFORE it is hereby proclaimed and ordered that the Former Enemy Aliens (Restriction on Immigration) Ordinance, 1919, of Nigeria shall be in force in and apply to those parts of the Cameroons which are for the time being administered as territory in occupation of the British Forces and the provisions of the said Ordinance shall be construed as if the said parts of the Cameroons were part of Nigeria :

Provided that the term "Immigration Officer" defined in the said Ordinance shall for the purpose of the application of the said Ordinance to the said parts of the Cameroons mean any officer appointed by me to discharge the duties of Principal Immigration Officer or Assistant Immigration Officer.

Dated this 4th day of September, 1919.

A. G. BOYLE,  
*Governor's Deputy.*

## PROCLAMATION No. 23.

WHEREAS SIR HUGH CHARLES CLIFFORD, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the Colony and Protectorate of Nigeria, is empowered by a Commission signed by His Majesty, dated the 23rd day of March, 1916, to administer such parts of the Cameroons as may from time to time be occupied by British Forces :

AND WHEREAS the said SIR HUGH CHARLES CLIFFORD is absent from the seat of government :

AND WHEREAS the said SIR HUGH CHARLES CLIFFORD has appointed me, ALEXANDER GEORGE BOYLE, Companion of the Most Distinguished Order of Saint Michael and Saint George, Commander of the Most Excellent Order of the British Empire, to be his Deputy during such absence as aforesaid :

NOW THEREFORE it is hereby proclaimed and ordered that the Criminal Code Ordinance, 1916, of Nigeria, as amended by the Criminal Code (Amendment) Ordinance, 1917, shall be in force in and apply to those parts of the Cameroons which are for the time being administered as territory in the occupation of the British Forces in substitution for any code of German criminal law heretofore in force in the said parts of the Cameroons ; and, for the purpose of facilitating the application of the said Ordinance, it shall be lawful to construe the same with such verbal alterations, not affecting the substance, as may be necessary to render the same applicable, and every public officer within the said territory having or exercising functions of the like kind or analogous to the functions of any public officer referred to in the said Ordinance shall be deemed to be within the meaning of the enactments thereof relating to such last-mentioned officer.

Dated this 20th day of September, 1919.

A. G. BOYLE,  
*Governor's Deputy.*

## PROCLAMATION No. 27.

WHEREAS I, SIR HUGH CHARLES CLIFFORD, Knight Commander of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the Colony and Protectorate of Nigeria, am empowered by a Commission signed by His Majesty, dated the 23rd day of March, 1916, to administer such parts of the Cameroons as may from time to time be occupied by British Forces :

NOW THEREFORE it is hereby proclaimed and ordered as follows :—

1. In this Proclamation the expression “ the British Sphere ” means such parts of the Cameroons as may from time to time be occupied by British Forces.

“ Trade Spirits ” means spirits imported, or of a kind previously imported, for sale to natives, and not generally consumed by Europeans, and includes mixtures and compounds made with such spirits.

“ Injurious Spirits ” means distilled liquors containing essential oils or chemical products, which are recognised as being injurious to health, such as thujone, star anise, benzoic aldehyde, salicylic ethers, hyssop, absinthe and similar substances, unless such spirits have been denatured.

2. The importation, distribution, sale, disposal and possession of Trade Spirits and Injurious Spirits is hereby prohibited.

Penalty :—A fine of £100 for a first offence, and of £500 for any subsequent offence, and the spirits may be forfeited. Provided that this section shall not apply to the distribution, sale, disposal or possession according to law of any spirits lawfully being in the British Sphere at the date of this Proclamation.

3. (1) No person shall distil any spirits or possess, sell or dispose of any spirits distilled in the British Sphere.

(2) The importation, distribution, sale, disposal and possession of stills, and of all apparatus or portions of apparatus suitable for the distillation of alcohol and the rectification or redistillation of spirits are hereby prohibited.

(3) Any person who shall commit an offence under either of the last two preceding subsections shall be liable for a first offence to a fine of £100 and for any subsequent offence to a fine of £500, and all spirits in respect of which and every article or thing by means of which the offence has been committed shall be liable to forfeiture.

(4) This section does not apply in the case of fermented liquor usually made by natives in or about the British Sphere.

(5) Notwithstanding the provisions of this section the Governor may grant licences with or without conditions to authorise—

(a) The distillation of spirits to be denatured or used exclusively for scientific, medical, surgical or pharmaceutical purposes. The provisions of subsection (1) shall not apply to spirits distilled under such licence.

(b) The importation, distribution, sale, disposal or possession of distilling apparatus of the nature set out in the First Schedule hereto.

4. The German Customs Tariff, as set out in the Schedule to Proclamation No. 20 of the 11th February, 1919, is hereby amended as specified in the Second Schedule hereto.

#### THE FIRST SCHEDULE.

1. Testing stills (that is to say, the small apparatus in general use for laboratory experiments) which are employed intermittently, are not fitted with rectifying heads and the capacity of whose retort does not exceed one litre.

2. Apparatus, or parts of apparatus, required for experiments in scientific institutions.

3. Apparatus, or parts of apparatus, employed for definite purposes, other than the production of alcohol, by qualified Pharmacists and by persons who can show good cause for the possession of such apparatus.

4. Apparatus necessary for the manufacture of alcohol for commercial purposes, and employed by duly authorised persons, in accordance with the provisions of any enactment for the time being in force relating to the same.

#### THE SECOND SCHEDULE.

The first three heads of the Tariff are deleted, and the three heads following substituted therefor, viz. :—

- |  | Marks.     | s.            | d. |
|--|------------|---------------|----|
| 1. Spirits the importation of which is not prohibited of an alcoholic strength up to 50 degrees inclusive, by Tralles alcoholometer, except wines of an alcoholic strength not exceeding 20 degrees, sparkling wines and beer ... ..   | litre 3·30 | Imp. gall. 15 | 0  |
| And for every degree in excess ... ..  | litre 0·10 | Imp. gall. 0  | 5½ |
| 2. Perfumery and cosmetic products, containing alcohol or ether unless in view of their composition, price or outside packing, they be solely or chiefly intended for the use of the non-natives, or be excepted under notification of the Governor; Medicines containing alcohol or ether, unless admitted free of duty in conformity with No. 8 on the list of articles exempt from Import Duty ... .. | litre 3·30 | Imp. gall. 15 | 0  |

The following perfumery and cosmetic products containing alcohol or ether are exempt from duty: Bay rum, birch water, quinine water, cologne water, "Es ist erreicht," "Es ist immer trocken," "Eiskopfwasser," "Javol," "Kosmin," "Odol," "Pixavon."

3. Wines and similar beverages containing wine and intended for consumption:—

- |   |                       |                                    |
|---|-----------------------|------------------------------------|
| (a) Of an alcoholic strength not exceeding 15 degrees                     | ... ..                | <i>ad val</i> 10 per cent..10 p.c. |
| (b) Of an alcoholic strength exceeding 15 but not exceeding 20 degrees... | Marks.                | s. d.                              |
|   | litre 0·60 Imp. gall. | 2 9                                |
| (c) Of an alcoholic strength exceeding 20 degrees. (Dutiable under No. 1) | ... ..                | litre 3·30 Imp. gall. 15 0         |

Dated this 3rd day of July, 1920.

HUGH CLIFFORD,  
*Governor.*

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PROCLAMATION No. 32.

WHEREAS I, DONALD CHARLES CAMERON, Companion of the Most Distinguished Order of Saint Michael and Saint George, Acting Governor and Commander-in-Chief of the Colony and Protectorate of Nigeria, am empowered by a Commission signed by His Majesty, dated the 23rd day of March, 1916, to administer such parts of the Cameroons as may from time to time be occupied by British Forces:

AND WHEREAS it is expedient to abolish the Customs Tariff heretofore in force in such parts and to substitute the Customs Tariff in force in Nigeria:

NOW, THEREFORE, it is hereby proclaimed as follows:—

1. From and after the 1st November, 1921, the same Customs import and export duties shall be raised, levied, collected and paid in the aforesaid parts of the Cameroons as are payable in Nigeria by virtue of the provisions of the Customs Tariff Ordinance, 1916, and the Customs Tariff Export Ordinance, 1916, and the said duties shall supersede those heretofore payable; provided always that no duty shall be payable on goods imported from Nigeria.

2. The said duties shall be collected and Customs business shall be managed and carried on in accordance with the provisions of the Customs Ordinance, 1916, of Nigeria, and any Ordinance amending the same and the Orders and Regulations made thereunder; and the said Ordinances, Orders and Regulations shall apply accordingly.

3. The following are hereby revoked with effect from the 1st November, 1921:—

- (1) Cameroons Proclamation No. 20, dated the 11th February, 1919.
- (2) Cameroons Proclamation No. 21, dated the 29th April, 1919.
- (3) Paragraph 4 and the First and Second Schedules of the Cameroons Proclamation No. 27 of the 3rd July, 1920.

Dated this first day of November, 1921.

D. C. CAMERON,  
*Acting Governor.*



## PROCLAMATION No. 42.

WHEREAS I, SIR HUGH CHARLES CLIFFORD, Knight Grand Cross of the Most Distinguished Order of Saint Michael and Saint George, Governor and Commander-in-Chief of the Colony and Protectorate of Nigeria, am empowered by a Commission signed by His Majesty, dated the 23rd day of March, 1916, to administer such parts of the Cameroons as may from time to time be occupied by British Forces :

AND WHEREAS it is expedient to control the importation of opium into the said parts of the Cameroons and to regulate the disposal thereof after importation :

NOW, THEREFORE, it is hereby proclaimed, declared and ordered that Part II of the Drugs and Poisons Ordinance, 1915, of Nigeria, as amended by the Drugs and Poisons (Amendment) Ordinance, 1922, shall apply to and be in force in the said parts of the Cameroons and the provisions of the said Ordinance shall be construed as if the said parts of the Cameroons were part of Nigeria.

GIVEN at Lagos this 16th day of February, 1923.

HUGH CLIFFORD,  
*Governor.*

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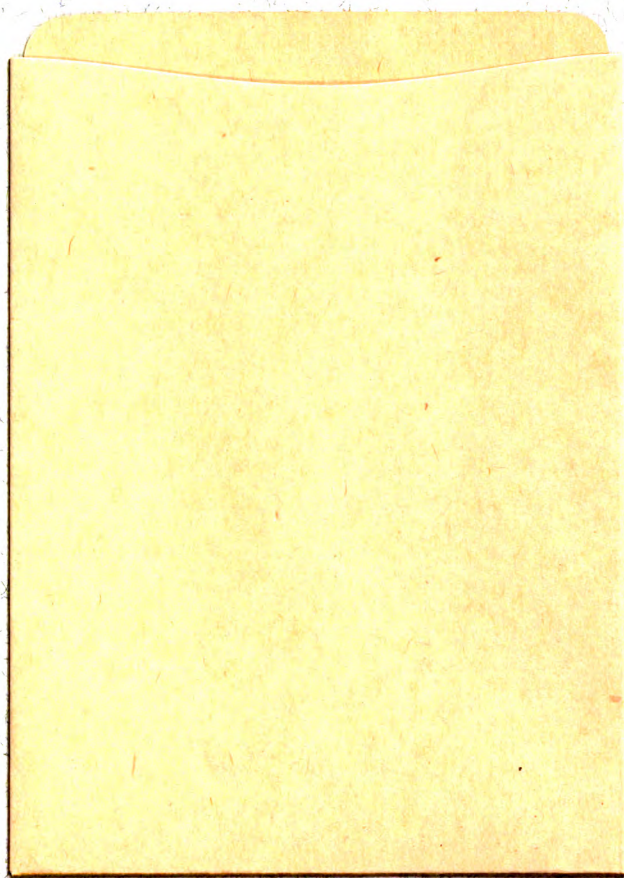






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